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Army Contracting Command–Picatinny Telework Policy: Applying Lessons Learned from the Federal Government

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13. ABSTRACT (maximum 200 words)

The Army Contracting Command–Picatinny (ACC-PICA) has established a telework policy that complies with the Telework Enhancement Act of 2010, but having a successful telework program involves more than just establishing a policy. Telework is a different way of doing business and the program ACC-PICA creates must align with its overall business strategy while still providing a benefit to the organization. Other federal agencies have been implementing and experimenting with telework for many years and several lessons were identified from what was learned through their experiences. The lessons learned from the information gathered on these agencies were organized into six categories: training, management acceptance and support, telework agreement, telework support, performance management and measurement, and pilot programs. Within each it is explained where the lessons fit into ACC-PICA's policy and why implementing them will improve it. The Star Model explains the implementation of these lessons, what part of ACC-PICA will be affected by changes to its policy, and how organizational behavior will also change. By using these lessons learned as recommendations for further development of its policy rather trying to further develop the policy on its own, ACC-PICA will achieve the benefits of telework more efficiently and without disruption to its mission.

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ARMY CONTRACTING COMMAND–PICATINNY TELEWORK POLICY: APPLYING LESSONS LEARNED FROM THE FEDERAL GOVERNMENT

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ABSTRACT

The Army Contracting Command–Picatinny (ACC-PICA) has established a telework policy that complies with the Telework Enhancement Act of 2010, but having a successful telework program involves more than just establishing a policy. Telework is a different way of doing business and the program ACC-PICA creates must align with its overall business strategy while still providing a benefit to the organization. Other federal agencies have been implementing and experimenting with telework for many years and several lessons were identified from what was learned through their experiences. The lessons learned from the information gathered on these agencies were organized into six categories: training, management acceptance and support, telework agreement, telework support, performance management and measurement, and pilot programs. Within each it is explained where the lessons fit into ACC-PICA's policy and why implementing them will improve it. The Star Model explains the implementation of these lessons, what part of ACC-PICA will be affected by changes to its policy, and how organizational behavior will also change. By using these lessons learned as recommendations for further development of its policy rather trying to further develop the policy on its own, ACC-PICA will achieve the benefits of telework more efficiently and without disruption to its mission.

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LIST OF ACRONYMS AND ABBREVIATIONS

ADR   Alternate Dispute Resolution

ACC   Army Contracting Command

ACC–PICA   Army Contracting Command–Picatinny

CAC   Common Access Card

COOP   Continuity of Operations

DA   Department of the Army

DISA   Defense Information Systems Agency

DoD   Department of Defense

ERA   Enterprise Remote Access

FDIC   Federal Deposit Insurance Corporation

GFE   Government Furnished Equipment

GSA   General Services Administration

HQDA   Headquarters, Department of the Army

ISP   Internet Service Provider

IT   Information Technology

ITAC   International Telework Association

NGB   National Guard Bureau

NIH   National Institutes of Health

NII   Nation Information Infrastructure

NTI   National Telecommuting Initiative

OPM   Office of Personnel Management

OMB   Office of Management and Budget

OSHA   Occupational Safety and Health Administration

PCMI   President's Council on Management Improvement

ROWE   Results-Only Work Environment

TEA10   Telework Enhancement Act of 2010

TMO   Telework Managing Officer

USPTO   United States Patent and Trademark Office

VPN   Virtual Private Network

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I. INTRODUCTION

The signing of the Telework Enhancement Act of 2010 (TEA10) marked a significant advancement for the evolution and modernization of public service because it established a government-wide telework law. Under the law, all federal agencies are required to develop a telework policy and all policies must adhere to its set of standards in order to be compliant.

Given only 180 days from the date of enactment to create a policy, those organizations without a policy in place may have rushed to comply, and in their haste, missed many of the essential elements of a good telework policy. They may have also been confused by the differences between the definition of telework and the concept of telework and struggled to sort out facts from fallacy. After 40 years of evolution in the federal government, telework has been associated with many other terms, each one with a similar definition or notion, but also each with a slightly different practice. With that much historical development to consider, it is not surprising that an organization new to telework would find it difficult to establish a well-developed and highly functioning policy in only 180 days. Fortunately, polices can be changed, and now that the deadline is past, and the policies are in use, the organizations that had to act in haste can begin the long-term development of their policies. In this long-term development, they will have the opportunity to utilize the 40 years of lessons learned from teleworking in the federal government to improve what they already have in place.

The Army Contracting Command—Picatinny (ACC-PICA) is one of these organizations that has a newly issued telework policy that covers the fundamental areas of telework as outlined in its higher departmental level polices, but perhaps, did not have the opportunity to fully plan out and address all the areas of telework with the long-term objectives of the organization being considered as well. This makes ACC-PICA's policy a good example for research because it has created a policy that functions well in the short term and will give it the opportunity in the long-term to develop the policy further so that it can achieve more of the benefits that highly functioning telework programs have

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demonstrated are obtainable without disrupting the mission of the organization with failures and mismanagement of the program in the short term.

Six common areas of telework have been identified that should be present in a telework program in order for it to be highly successful. These areas have been identified from independent surveys of experts in the field, journalized success stories of employees and managers, independent analyses of different federal agencies, and reports on agencies' evaluations of themselves; each of which indicating that these are the six areas in which an organization should focus to develop an effective telework program. Within these areas, there exist some best practices that have been established from the lessons learned over time by organizations implementing, evaluating, and working to improve their use of telework. Using ACC-PICA's policy as an example, the best practices of these six areas will be applied to show how it can make improvements to its program in the long-term without shifting focus away from its core mission. Since maintaining focus on the core mission is paramount for the organization, this application cannot be haphazard. A structured and balanced implementation method should be used to execute each change to the policy so that undesirable effects on organizational behavior, performance, and culture do not occur. The Star Model, developed by Jay Galbraith, will serve as the framework and method in which recommendations for improvement will be made to ACC-PICA's telework policy. Finally, some conclusions will be drawn about teleworking in the federal government and in ACC-PICA.

Before an analysis of the lessons learned can be explained, some foundational information is first required to explain what telework in the federal government is. This includes what the current concept of telework is and what it should not be and how this differs from the definition. That is followed by a historical account of the evolution of telework from the 1970s to the present and an overview of the TEA10.

A.   THE CONCEPT OF TELEWORK IN THE FEDERAL GOVERNMENT

The TEA10 defines telework as "a work flexibility arrangement under which an employee performs the duties and responsibilities of such employee's position and other authorized activities, from an approved worksite other than the location from which the

employee would otherwise work." Although the definition is verbose, the concept of telework the definition implies is not difficult to understand. It simply means that telework is a way of getting work done from a location other than one's official duty station. Despite the simplicity of the TEA10's connotation, the concept of teleworking as a viable working arrangement is still difficult for some to understand and even more difficult for many to accept. The difficulty in understanding may be attributable to the long and iconic tradition of getting up every morning and going to work. For as long as there have been office jobs, an employee has always been required to be present in the office to perform his or her tasks, but telecommunication technology has advanced beyond a point where this is no longer necessary all of the time. Some organizations have adopted this concept appropriately and have reaped the benefits of teleworking, while other organizations which conduct similar business have shunned it away on the pretenses that it will never work for them. Even though many would enjoy working from home and not having to commute to work every day, there is still a reluctance to break from tradition and accept the simple concept of teleworking. It is because of this reluctance to accept telework as a practical working arrangement that promoters have set out to encourage the consideration of telework for widespread use in the federal government.

Using the phrase, "Work is a thing you do, not a place you go," supporters of teleworking in the federal government have begun to foster the paradigm shift that is needed to understand the telework concept and to show that the tradition of working only from one's office is passé in organizations that possess both the human resources and the technological resources, that when combined, are capable of doing more than just the traditional work arrangement.

Now that telework is a federal law, it is not difficult to see how some may regard it as a right of employment in the federal government, but this is a misinterpretation. Although the law requires federal agencies to have telework polices, it does not give individual rights for employees to telework, nor does it provide the means for an

organization to make it mandatory for any employee to telework. As long as the definition and the concept of teleworking remain as an alternate working arrangement, neither of these conditions can prevail.

With regard to the notions of telework being a reward, privilege, or extra time off: it is none of these. Although the time spent working outside the office may seem like extra time off and a reward for a job well done to some employees, and allowing only those employees with high performance ratings to telework may make it seem like a privilege, the employee is still expected to be working at the same level of performance as if in the office. As will be explained in the chapters that follow, teleworking has been shown to add value to the organization beyond the typical rewards and privileges an organization might offer.

This concept of telework as a voluntary working arrangement and not a right, reward, privilege, or extra time off, will be utilized throughout this paper and establishes the appropriate way for organizations view telework programs and policies when implementing them. Characterizing teleworking as anything other than an alternate working arrangement agreed upon through the at-will employer-employee relationship simply attempts to make it something that it is not.

B.   TELEWORK AT ARMY CONTRACTING COMMAND—PICATINNY

Having a telework policy is very new for ACC-PICA, and despite the diligent effort that was applied to the formation of the policy, it still has room for long-term improvement. Emphasis is placed on long-term improvement because teleworking is new to most of the acquisition personnel at ACC-PICA and organization-wide acceptance of change takes time. Successfully implementing telework is no haphazard occurrence, its effects on the organization's business strategy and the availability of resources for implementation must be taken into account with every adjustment to the policy. Furthermore, alternate work arrangements change the behavior of employees, which affects organizational culture and without proper monitoring could skew ACC-PICA away from its goals. Setting up a supportive infrastructure and providing training for managers are fundamental to preventing ACC-PICA from having a cumbersome telework

program which distracts it from its core mission. Getting into this kind of situation will also prevent ACC-PICA from achieving all the benefits an organization can obtain through a well designed and carefully managed telework program. Taking all this into consideration, it should become clear that telework is not just the once-and-done event of issuing the policy, but rather the continuous effort of a managed program that is evaluated and improved over time so that an organization, like ACC-PICA, can achieve the maximum benefits from the program.

C.   ABOUT THIS STUDY

1.   Research Question

There are many challenges that ACC-PICA will face as it seeks to improve upon its current telework policy. One challenge that will continually plague it for many years is its lack of experience in administering a telework policy. Fortunately for ACC-PICA, there is a way for it to overcome this obstacle more quickly. Although ACC-PICA may be new to telework, the federal government as a whole is not and ACC-PICA can learn from the experience of other federal organizations which have implemented telework policies before it. Thus, the objective of this research is to answer the question: What are the telework lessons learned from elsewhere in the federal government that ACC-PICA could apply to improve its telework implementation process?

The answer to this question is important because ACC-PICA has the potential to achieve several benefits from a well-functioning telework program, but implementation of a telework program takes planning and effort for those benefits to be realized. By reviewing the analyses of other federal organizations' use of telework and applying the lessons learned from their experience, ACC-PICA will be able to implement a more successful telework program more quickly and without having to go through all the growing pains of experimenting with its own trial-and-error implementation.

2.   Methodology

The primary focus of this research is to review the analyses of other federal organizations' use of telework, extract the lessons learned from their experience and

evaluations, and apply the best practices determined from this to the ACC-PICA telework policy in a way that identifies issues in the current policy and encourages improvement. Three areas of analysis were used: legal analysis, policy analysis, and implementation analysis.

The legal analysis focuses on the interpretation of specific laws requiring and directing the establishment telework policies within the federal government. It was conducted using historical information to establish a basic understanding of the principles of teleworking, how they came to be, and what is mandated by the TEA10.

The policy analysis of currently functioning telework policies within the federal government was conducted through a review of evaluations and surveys from independent organizations, public-private partnerships, and the federal agencies implementing telework. The policy analysis focuses on specific elements of selected federal agencies' telework policies that have shown to be highly effective and those that have shown to be ineffective or to negatively affect the telework program.

The implementation analysis discusses the procedure to implement the best practices that have been determined from the lessons learned into the current ACC-PICA telework policy to make it more effective. Before implementation of a new policy or changes to an existing policy can take place, it is important for management to have an adequate understanding of how the policy will change organizational behavior so that it can effectively implement the policy and maintain balance in the organization. To do this, ACC-PICA should employ the principles of the Star Model. This model describes organizations as having five points; strategy, structure, processes, rewards, and people, which all must remain in balance with the introduction of each new policy. It is important that balance be maintained so that the desired effect on organizational behavior will occur without causing undesirable shifts in organization's performance or culture. The implementation analysis also shows how this model can be used as a framework to support the recommendations made for changes to the current ACC-PICA telework policy.

3.   Organization of Report

This joint applied research project is organized into eight chapters. Chapter I introduces the research topic, explains the concept of telework in the federal government, discusses the current telework environment at ACC-PICA, and outlines the research question, methodology, and organization of the report. Chapter II gives an explanation of the definition of telework from law and practice, provides a historical account of the evolution telework occurring in five stages of advancement, and presents an overview of the TEA10. Chapter III provides a detailed explanation of the ACC-PICA telework policy. Chapter IV introduces the Star Model, its components, and how it is used in an organization to develop and implement policy. Chapter V is organized into six areas of telework wherein lessons learned have been identified from the evaluations of other federal agencies' implementation of telework and establishes, from the research, which are the best practices that ACC-PICA should use to improve its telework program. Chapter VI applies those best practices to the current ACC-PICA telework policy and using the Star Model as a framework for implementation, provides examples of how the policy could be changed to incorporate the best practices to create the desired change in organizational behavior while still maintaining the integrity of its business strategy. Chapter VII consists of conclusions, limitations of the research, and recommendations for further study. We conclude with an appendix that contains the ACC-PICA telework policy.

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II. TELEWORK IN THE FEDERAL GOVERNMENT

Telework in the federal government has had a long and varied history in both its practice and in attempts to define exactly what it is. Of the individual and organizational efforts applied to the advancement of telework in the federal government, none seem to have been involved as much or as long as both the General Services Administration (GSA) and the Office of Personnel Management (OPM). From running the first pilot programs in the late 70s and early 80s and implementing their own telework programs later, to reporting to Congress annually on the status of telework and forming the basis for the first government-wide definition of telework; GSA and OPM have had and continue to have a major role in defining, administering, and implementing telework in the federal government.

A.   DEFINITION OF TELEWORK

OPM defines telework in OPM-VI-I (2011) as "work arrangements in which an employee regularly performs officially assigned duties at home or at other worksites geographically convenient to the residence of the employee." OPM-VI-I (2011) also lists other terms associated with telework, such as telecommuting, flexible workplace, remote work, virtual work, and mobile work, which it states "are all used to refer to work done outside of the traditional on-site work environment. These terms are defined in different ways and used in different contexts to refer to anything from jobs that are completely virtual or mobile to arrangements that enable employees to work from home a few days per week or per month."

GSA gives a basic explanation of telework similar to that of OPM's and again includes with the definition of telework terms like telecommuting, flexible workplace, remote work, virtual work, and mobile work which it states are all used to refer to work done outside of the traditional on-site work environment (GSA, 2011). Just like OPM, GSA (2011) also states that "these terms are defined in different ways and used in

different contexts to refer to anything from jobs that are completely virtual or mobile, to arrangements that enable employees to work from home a few days per week or per month."

Regardless of these similar terms and definitions, OPM-VI-I (2011) states that "OPM uses the term telework for reporting purposes and for all other activities related to policy and legislation." One of the reasons for this comes from the fact that it also states in OPM-VI-I (2011), that it does not consider telework to include some of these terms and is thus able to reduce some confusion which surrounds the terminology. OPM-VI-I (2011) states that "telework is not work extension. Many employees take work home with them and this is remote work, but it is not considered telework within the scope of the legislation." Since the telework legislation requires a working arrangement (employer-employee agreement) where an employee regularly performs officially assigned duties at home or at other worksites, the impromptu act of occasionally taking work home does not apply. Also, mobile work is not telework. By the nature of their jobs, some employees are generally off-site, and because of this, they may use their home as a base of work, but frequent travel is a part of the job and does not make it telework.

The terms and definitions created by OPM and GSA are important because, although the TEA10 solidified the regulatory definition of telework for the entire federal government, the TEA10's definition is remarkably similar to what both agencies have developed. This similarity exists because both agencies have worked as partners for over two decades in regulating, reporting on, and providing guidance for nearly everything that is related to telework in the federal government. Without their work, and that of all the federal agencies implementing their own versions of telework programs, a basis for establishing a clear definition which could be used government-wide would not exist.

Again, the TEA10 defines telework as "a work flexibility arrangement under which an employee performs the duties and responsibilities of such employee's position and other authorized activities, from an approved worksite other than the location from which the employee would otherwise work." Despite the similarity and validity of GSA's and OPM's definitions, since the main focus of this paper is on the formulation

and reform of the ACC-PICA telework policy, which must now be in compliance with the TEA10, this will be the definition of telework utilized throughout the chapters that follow.

B. EVOLUTION OF TELEWORK

According to Joice (2000):

> The evolution of federal telework can be viewed as occurring in several stages. An initial spurt of activity occurred in the late70s and early 80s and appeared to fade out by the mid 80s. This activity consisted of small scale pilots and experiments conducted separately by individual agencies. A second stage, featuring the first government-wide Flexiplace pilot, began in 1989. This pilot focused on work-at-home arrangements. A third stage introduced federal telecommuting centers (telecenters) and began in 1993. The activity levels of stages two and three began to diminish somewhat and, in 1996, stage four, the National Telecommuting Initiative (NTI), was implemented. This government-wide initiative contained ambitious goals (such as 60,000 federal teleworkers by September of 1998). NTI activity waned considerably by mid-1998 and plans were undertaken for a re-energized NTI.

Joice (2000) envisioned that a re-energized NTI would represent a fifth stage, but no information was found to support this. The most significant advance in telework legislation occurred after the publishing of Joice's paper in February 2000 with the passing of the Department of Transportation and Related Agencies Appropriations Act of 2001 (often cited in telework literature as Public Law 106–346, section 359), which states "each executive agency shall establish a policy under which eligible employees of the agency may participate in telecommuting to the maximum extent possible without diminished employee performance." What could be categorized as a fifth stage; however, was the resurgence in telework legislation in 2007.

1. Stage One 70s to mid-80s: Individual Pilots

The earliest effort to generate a federal telework program occurred when Jack Nilles began teleworking from Los Angeles to Washington, DC as a consulting rocket scientist to the U.S. Air Force Space Program. Inspired by this experience, Nilles later coined the terms, "telecommuting" and "teleworking." He began promoting the value

and importance of the concept and thus gave birth to the telework movement. Unfortunately Niles was unsuccessful in his efforts to encourage anything further with telework in the federal government (Joice, 2000).

Following Nilles, Frank Schiff, in the late 1970s, was the first person to experiment with telework in the federal government. In 1979, Schiff published an article in which he challenged the federal government to look at management practices, union rules, and federal laws and regulations in an effort to facilitate working at home as a means of improving productivity, saving costs, and saving energy. Schiff also coined the term "Flexiplace" which encompassed not only work-at-home, but also other work arrangements which were flexible about the location where the work was done. Flexiplace, in contrast to terms like telecommuting, stressed increased flexibility in the location of work, regardless of the use of telecommunications equipment. Schiff's coining of Flexiplace is noteworthy because the first government-wide telework program was called Flexiplace and had the same focus on alternate worksites (Joice, 2000). The development of Flexiplace continues to be important because the current definition of telework in the federal government still expresses it as an alternate worksite arrangement without mention of the involvement of telecommunications equipment.

Schiff's efforts led the OPM to conduct a study on Flexiplace. The results of the study described the basic rationale for Flexiplace by citing a 1973 legal opinion by the Civil Service Commission that stated there were no laws that required federal employees to perform their work at a particular site. It then described various existing or planned experiments with Flexiplace in the private sector as well as the federal government, but did not make any formal recommendations. The results were favorable for the Flexiplace concept, but unfortunately, they came out only five days before the 1980 Presidential election and the effort was not continued when the new administration took over (Joice, 2000).

Another noteworthy work-at-home experiment from this time period was conducted by the Department of the Army (DA). The DA experiment was an 18 month activity implemented in 1980 to overcome work scheduling difficulties. Despite the fact that the program performed successfully, as evidenced by project manager evaluations, a

DA audit team concluded that the potential benefits were exceeded by the risks of fraud and abuse, and as a result, the project was discontinued. This determination by the DA audit team gives an example of why Flexiplace programs faded out by the early 1980s. The new administration was more focused on reductions in force and on eliminating waste, fraud, and abuse, and this was not conducive to experimentation with Flexiplace. The lesson learned was that if telework was to prosper, it needed the active, visible, and sustained support of the highest levels of leadership (Joice, 2000).

2. Stage Two Late 80s to Early 90s: Government-Wide Flexiplace Pilot

Although there was still only a minor public focus on telework programs in the late 80s, there was a major public focus on an anticipated drop in the quality of the workforce. This focus was partially instigated by reports from the Department of Labor and OPM which both focused on the federal employment picture. The essence of these reports was that the federal government was slowly entering a crisis of competence. For years the federal government had been able to hire and retain highly educated, highly skilled workforces; even though its wages, incentives and working conditions had not been fully competitive with those offered by private employers. These reports raised concern and resulted in a push for solutions such as non-salary incentives to enhance federal recruiting and retention. One solution adopted by OPM was to conduct a small telework pilot based on research and recommendations on home-based employment, but before it was implemented, a reporter obtained the information from an Office of Management and Budget (OMB) report and publicized the findings. This drew the attention of the President's Council on Management Improvement (PCMI), and through discussions with OPM and GSA, an interagency taskforce was established to implement the first government-wide Flexiplace project. The project did not get off to a good start in 1991, but by 1993, OPM had enough data to publish a final report on the work-at-home component of Flexiplace. At that time, approximately 700 federal employees from 13 agencies were participating in Flexiplace. The report was positive and recommended that the PCMI endorse Flexiplace. OPM also sent a memorandum to federal personnel directors confirming agency authority to utilize Flexiplace arrangements, encouraging agencies to use Flexiplace, and providing guidance on its use (Joice, 2000).

It's also important to note that, in 1990, during the Flexiplace project, Sen. Ted Stevens (R, AK) and Rep Frank Wolf (R, VA), introduced their first of several telework related bills. From this time on, Sen. Stevens and Rep. Wolf would become long-time supporters of teleworking in the federal government, and would go on to introduce the now enacted TEA10. The bill they introduced in 1990 become known as the Telephone Bill and it allowed federal agencies to pay for extra telephone lines, related equipment, and fees needed in the homes of federal telecommuters. This bill is significant because it removed one of the early barriers to federal telecommuting (Joice, 2000).

3. **Stage Three Early to Mid-90s: The National Information Infrastructure and Telecenters**

In 1994, the National Information Infrastructure (NII) was established to develop an advanced information infrastructure. As both an interagency and public-private task force, it was led by the National Institute of Standards and Technology which was established to shape the vision of the NII. The other agency, GSA, participated by focusing on how the NII could impact both work and personal life and issued a white paper detailing how telecommuting can be an NII application that can improve the quality of life. This event signaled a new and stronger appreciation and utilization of the role of technology in federal telecommuting. Before this, federal telework had been too cautious in stressing that telecommuting was not technology-dependent. In fact, the use of the term Flexiplace was based on a desire to demonstrate the independence of telework from technology (Joice, 2000).

The original Flexiplace guidelines called for pilot testing of telecenters as well as work-at-home programs. The initial phase of Flexiplace focused on work-at-home programs because they involved fewer resources and less complexity. In the summer of 1991, the Flexiplace project management team began planning/designing federal telecenters (Joice, 2000).

In September 1992, $5 million was approved in the Treasury, Postal, etc. Appropriations Bill to fund three telecenters: two in Maryland and one in Virginia. The purpose of the legislation was to test the effectiveness of telecenters in helping to

alleviate area air quality and traffic congestion problems and in promoting a more family-friendly workplace (Joice, 2000). Between October 1993 and May 1994, GSA established four additional pilot telecenters in the greater Washington metropolitan area: two each in Maryland and Virginia. Initially, these telecenters ranged from 10 to 30 workstations in size and offered a combined total of 80 workstations to 143 participants. By December 1994, 20 organizations in 10 Executive Branch departments and agencies were participating in the four centers. The Department of Defense (DoD) was one of a few agencies with the most significant participation (Joice, 2000).

In 1995, the National Guard Bureau (NGB) was working on a major nation-wide project to convert many of its armories into high-tech training centers capable of delivering distance-learning to guardspeople. Inspired by information on federal telecenters, the NGB proposed and obtained a partnership with the federal telecenter program. The partnership was based on the fact that the NGB expected to conduct its training activity in the training centers during non-business hours. Thus, the NGB integrated telecenter workstations into its program offerings and, in conjunction with GSA, began establishing distance learning/telecenter facilities (Joice, 2000).

4. Stage Four Late-90s: NTI and the GSA/OPM Telework Policy Review

In January 1996, in order to give federal telework a boost, the President's Management Council implemented the NTI. The general mission of the NTI was to increase the number of federal teleworkers. Led by the Department of Transportation (DoT) and GSA, the NTI became the first government-wide telework initiative to set numerical goals for the number of federal teleworkers. It was anticipated that the initiative could generate a total of 60,000 by October 1998 and 160,000 by the end of 2002, but in order to achieve these goals, the NTI first had to survey federal agencies to determine the number of federal teleworkers. This survey resulted in an estimated 9,000 federal teleworkers—nowhere near the 60,000 it expected to generate by 1998. Perhaps its goals were set too high, because the NTI did not last long and it did not achieve what it claimed it could (Joice, 2000). From the research gathered, GSA and DoT were not

able to re-energize the initiative as Joice expressed in his paper and, at present, the goal of 160,000 federal teleworkers has not been reached, but it is getting closer every year.

Although NTI was not successful, it was certainly not GSA's last attempt to increase teleworking in the federal government. In mid-1999, GSA and OPM began examining telework policy in two directions. The first direction focused on existing workplace policy and its adequacy for supporting the federal teleworkplace. For example, issues arose regarding the definition of an employee's official duty station and its relationship to regular and travel pay. It had become clear that numerous federal workplace policies needed to be revised and clarified in view of the advance of telework. The second direction focused on advancements in federal telework, such as working anytime/anywhere, alternative officing (hotelling), and telework-assisted dependent care. It was clear that pilot tests and accompanying new policy were needed to implement these advanced aspects of telework (Joice, 2000).

In November 1999, the Occupational Safety and Health Administration (OSHA) issued an interpretation letter in response to an employer inquiry on employer responsibility for the safety and health conditions of teleworker home worksites. In essence, the letter implied that employers were responsible and liable for such conditions at teleworker home worksites. In January 2000, the OSHA letter was highlighted in a Washington Post article. This set off a firestorm of criticism and concern based on explicit aspects of the letter and implications drawn by the media, telework groups, Congress, and others. Rep. Wolf and others threatened Congressional action unless the letter was withdrawn. OSHA withdrew the letter and planned a new examination with relevant public and private organizations and experts (Joice, 2000).

Because of other problems, as well as the need for further clarification of specific issues, Congress requested a continuation of plans for a collaborative detailed examination and report. This was a significant event for at least two reasons. First, it highlighted the existing mismatch between information age workplace policy/practices and outdated industrial era policies, procedures, and management culture. This need for updating industrial era policy and procedure was pinpointed heavily in the Congressional

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hearings and attendant media coverage. Secondly, it signaled the advent of a major policy shift regarding employer responsibility and the safety and health of worksites in the information age (Joice, 2000).

5. Stage Five Late-2000s: The TEAs and the Rise of Teleworkers

As federal agencies' telework policies went through review, it became apparent there were some basic elements of the work arrangement which all policies throughout the government required in order to be effective. This finding, in part, lead to the determination that there was a need for a government-wide telework policy to establish a framework for all. In 2007, Sen. Stevens and Rep. Wolf, amongst others, united again to introduce the S. 1000: Telework Enhancement Act of 2007 and the H.R. 4160: Telework Improvements Act of 2008 to do just that. Unfortunately, neither made it into law that year, but similar versions of both were reintroduced in March 2009 and

> On December 9, 2010, the TEA10 was signed into law by President Obama. The new law substantially changed the status of telework throughout government. Instead of each agency developing its own telework policy and procedures, the legislation set forth a government-wide framework which both endorses and encourages the use of telework throughout the government. (Overmyer, 2011)

The TEA10 also provided an overarching definition of telework for the government and mandated that, within 180 days of enactment, the head of each executive agency was required to establish a policy under which eligible employees of the agency may be authorized to telework; determine the eligibility for all employees of the agency to participate in telework; and notify all employees of the agency of their eligibility to telework.

With passing of the TEA10, telework continues to be on the rise nation-wide. Overmyer (2011) identifies, "the overall number of teleworkers in federal agencies, increased from 94,643 in 2007 to 102,900 in 2008, an increase of nearly 9% (OPM, 2009)" and OPM (2011, February) adds that "the agency data indicates that 113,946 federal employees teleworked in calendar year 2009; an increase of 11,046 employees as compared to calendar year 2008."

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Along with the development of this new legislation and the rise in the number of teleworkers was the launching of the interagency website, www.telework.gov, by OPM and GSA in 2008. The website was "designed to make telework information more accessible and understandable to federal employees" (Scrutton, 2008).

> Users can read and download recent telework guidance and legislation, reports, and studies. A search database allows users to input telework-related questions, and if answers are not found on-site the questions can be routed to experts who will respond via e-mail. The site offers telework guidance and direction to employees and managers, as well as telework coordinators. (Scrutton, 2008)

C. TELEWORK ENHANCEMENT ACT OF 2010

Although there has been a significant interest in both experimentation and development of telework policies by individual agencies and politicians since the 1970s, it actually took the federal government close to 40 years to pass government-wide telework legislation. Despite the strongest efforts of Sen. Stevens and Rep. Wolf in 2007 and 2008, it appears that Mother Nature became the driving force that had convinced President Obama to pass the TEA10. It was the in winter of 2009, when severe snowstorms and blizzards incapacitated Washington, nearly shutting down the federal government and costing it "$71 million in lost productivity" (Lister, 2010). With such reports, President Obama and his administration wanted to find a solution that would allow the federal government to continue operating, especially during inclement weather, natural disasters, or other emergencies. The solution they found was telework. John Berry, the Director of OPM, was quoted in a Washington Post article as saying, "'The president made it clear to me that he does not want snow, nature, or any other cause to be able to stop our government,' Berry told the conference. 'Since OPM does not control the weather or the plows, telework is the only way to achieve the goal that the President very clearly set'" (O'Keefe, 2011).

As such, President Obama signed into law, the Telework Enhancement Act of 2010. Specifically, the act amends Part III of title 5 in the United States Code by inserting Chapter 65-Telework and requires executive agencies of the federal government to establish the following within the next 180 days of the signing of the act:

- Establish telework policies

- Designate a Telework Managing Officer (TMO) to oversee telework in each agency or department

- Determine employee eligibility for telework

- Notify all employees of their eligibility

- Establish telework training programs for workers and managers

- Integrate telework into their Continuity of Operations Planning (COOP)

- Provide yearly progress reports to the OPM (Pederson, 2011).

The measure drew wide support from employee groups. This is reflected in the comments of Cindy Auten, General Manager of the Telework Exchange, in (Telework Exchange, 2010), when she said:

> This is the culmination of tireless effort from countless lawmakers, staffers, and advocates who believe enhancing federal telework will make the government more efficient, more attractive to aspiring public servants, and more secure in the event of a natural disaster through continuity of operations.

Further, the TEA10 "requires the Government Accountability Office (GAO) and the OPM to periodically evaluate telework progress" (Gruber, A. 2011).

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III. ARMY CONTRACTING COMMAND—PICATINNY TELEWORK POLICY

With the passing of the TEA10 and the requirement to establish a telework policy by July 2011, ACC-PICA began working diligently with the organization's policy office in order to develop its own telework policy. After months of discussion and drafts, the ACC-PICA Telework Policy and Guide was finally approved on March 15, 2011 by the Executive Director and distributed to the organization's workforce on April of 2011.

The ACC-PICA telework policy is broken down into chapters in which the following elements are addressed. Each of these chapters is summarized for the purposes of understanding how the ACC-PICA telework program is implemented and managed. The full version of ACC-PICA's telework policy is in the Appendix.

1. Purpose

2. Scope

3. Standards of Conduct

4. References

5. Definitions

6. Nature of the Program

7. Participation Criteria

8. Telework Program

9. Program Oversight and Responsibilities

10. Positions and Performance Issues

11. Designated Emergency Teleworkers

12. ACC-PICA Telework Agreement

13. Completing the Telework Agreement

14. Denials and Terminations

15.   Documenting Telework Schedules

16.   Administrative Leave, Dismissals and Emergency Closings

17.   Facilities and Equipment

18.   Self-Certification Safety Checklist

19.   Privacy Act, Sensitive or Classified Information

20.   Appendix Section A—Examples of Eligible Telework Projects or Tasks

21.   Appendix Section B—Telework Agreement

22.   Appendix Section C—Self-Certification Safety Checklist

23.   Appendix Section D—Summary of Telework Performed

24.   Appendix Section E—Screen-Out Criteria for Telework

PURPOSE: ACC-PICA emphasizes its intent within their telework policy guide to promote teleworking as a means of achieving administrative efficiencies, reducing traffic congestion, supporting COOP plans, and sustaining the hiring and retention of a highly qualified workforce by enhancing work/life balance. The policy specifically prescribes the policies, procedures, and responsibilities for the ACC-PICA's telework program. In addition, the policy guide sets forth ACC-PICA's philosophy and administrative guidelines for the telework program.

SCOPE: The ACC-PICA telework policy was developed for all ACC-PICA employees, where the alternate work site is an approved home office. The policy emphasizes that all eligible and approved teleworkers are still bound by the DoD, DA, and Army Contracting Command (ACC) standards of conduct and ethics while working at an alternative work site. As such, all standards governing ethical behavior remain in effect regardless of where or when work is performed.

NATURE OF THE PROGRAM: Although it is the ACC-PICA's policy to actively encourage the use of teleworking to the maximum extent possible, to be considered an eligible and approved participant in the ACC-PICA telework program, an employee must be an especially responsible and trustworthy individual who can work

independently with little supervision. This is because teleworking is considered to be a tool used in the accomplishment of work and it must not have an adverse impact on ACC-PICA's office or mission. Therefore, employees with performance, attendance, or motivation problems are not viable candidates.

To work effectively, the ACC-PICA telework program relies on the integrity and work ethic of participating employees and the active oversight of supervisors. It is incumbent upon the supervisor to monitor the work products of the employee and upon the employee to exhibit honesty and trustworthiness in complying with the telework agreement. The supervisors must ensure that the employee is producing quality products.

PARTICIPATION CRITERIA: Employees who make successful teleworkers are expected to have previously, and will continue to exhibit, the following characteristics:

- The employee can function independently and has demonstrated dependability.

- The employee does not require close or constant supervision or guidance that may only be provided at the normal worksite.

- The employee has demonstrated good time-management skills and is a self-starter.

- The employee has had no adverse actions in the past 12 months and their current overall performance rating is at least "satisfactory," or the equivalent.

- The employee has a full understanding of the operations of the organization.

- The employee is willing to sign and abide by a written telework agreement.

If working at home, the employee has satisfied home work station requirements (e.g., has identified a quiet and safe designated work space free of interruptions and equipped with the necessary equipment to perform the job) and completed a Self-

Certification Safety Checklist. The keys to successful teleworking lie in the work the employee will be performing at home, in the dependability and commitment of the employee, and in the oversight and monitoring of the supervisor. Supervisors are responsible for reviewing the duties of positions and determining if they are appropriate for teleworking.

In addition, a successful telework arrangement starts with a good self-assessment. Employees should consider the following factors in making an honest determination about their telework capabilities:

- Sufficient portable work for the amount of telework being proposed.

- Ability to effectively work independently, without close supervision.

- Possesses good time management and prioritization skills.

- Availability of personally owned technologies needed to telework.

- Good communication with manager, co-workers, and customers that will enable a relatively seamless transition.

- Telework office space conducive to getting the work done.

- Ability to be flexible about the telework arrangement to respond to the needs of the manager, the workgroup, and the workload.

Furthermore, the ACC-PICA policy highlights the following specific job characteristics in which they consider to be appropriate for teleworking within their organization:

- Close supervision and regular input from sources accessible only on site are not required.

- Some work activities are portable and can be performed effectively outside the normal office or facility environment.

- Some job tasks are easily quantifiable or primarily project-oriented so that progress can be measured by results rather than by direct observation.

- Contact with other employees and customers is predictable and can be performed electronically or by telephone without loss of productivity.

- Employee is able to provide appropriate personally owned information technology (IT) equipment. Data and systems involving sensitive, non-classified, and Privacy Act information can be adequately secured.

- The telework tasks do not require access to materials not available at the remote worksite.

- The work has clearly defined performance metrics and specific periodic deliverables.

- Other position characteristics that management determines to be appropriate.

TELEWORK PROGRAM: If the employee's work and self-assessment prove that they can be a candidate in the ACC-PICA telework program, the employee may work from either their home, in a space specifically set aside as an office or workplace, or, in rare circumstances as may be required and designated by management, at another location. The immediate supervisor of the participating employee will be the approving official of the Telework Agreement, and the Executive Director will have final authority over the program. The approval will be made based upon the nature and content of the work to be performed and the employee's current level of performance based upon the employee's most recent rating record. It is important to note that a telework agreement may be terminated by the employee, supervisor or higher-level supervisor at any time.

PROGRAM OVERSIGHT AND RESPONSIBILITIES: It is up to the immediate supervisor to authorize all participation in the telework arrangements and evaluate the impact of the program on the efficiency, effectiveness, and employee satisfaction of work operations within their organizations. The immediate supervisor is responsible for documenting and retaining the approval/disapproval decision and the rationale for such a decision, for each employee request to participate in the telework program. The immediate supervisor will report home office space accidents to the ACC-

PICA Safety Officer within 24 hours of notification by the employee. Center Directors are responsible for the overall management and success of teleworking arrangements within their work unit.

POSITIONS AND PERFORMANCE ISSUES: An employee must have a current, or expected in the case of new employees, performance rating of at least a "fully successful" or equivalent, to be eligible to participate and must maintain that level of performance for on-going participation in the program. In addition, as part of the telework agreement, teleworkers and their supervisors must identify duties and assignments to be performed while teleworking and discuss performance expectations including the scope and status of work assignments. Performance elements and standards, and the monitoring of teleworkers performance, remain the same as non-teleworkers performing the same or similar duties. Performance standards should be based on a results-oriented approach and should describe the quantity, quality, and timeliness of expected work products and the method of evaluation.

Supervisors and teleworkers may review work that was accomplished each time the employee telecommutes, but teleworkers should not be required to document every activity; a teleworker's performance will be viewed in terms of the quality and timeliness of his or her work products. Performance outcomes, expectations, and assessment mechanisms and schedules will not normally be affected by teleworking. Supervisors have a reasonable basis for assessing performance by focusing on work products and results rather than by direct observation of the employee.

DESIGNATED EMERGENCY TELEWORKERS: An employee may be identified as an emergency worker who will be required to support the ACC-PICA essential functions by teleworking. In the event of an emergency, the employee will be notified by his or her supervisor or higher level management to assume conditional emergency telework status, and must have at his or her disposal, all equipment and systems necessary to be productive in his or her assigned emergency duties.

ACC-PICA TELEWORK ARRANGEMENT: Employees that work a Flexitour schedule (ten 8 hour days in a pay period, with flexible start times) will work

their normal 8 hour schedule at the Picatinny work site and can work up to 2 credit hours per day at their home office during the pay period, accumulating no more than 16 credit hours per pay period. This will allow employees to use the credit hours accumulated to take two days off per pay period. If employees work a Flexitour, they may work a maximum of one day a week (two days per pay period) during normal working hours at their home office.

COMPLETING THE TELEWORK AGREEMENT: Telework agreements must be completed and provided to the employee's supervisor prior to participating in the ACC-PICA telework program. The agreement covers the terms and conditions for telework and constitutes an agreement by the employee and his or her supervisor to adhere to applicable guidelines and policies. If the employee's request is disapproved, the supervisor will complete the Screen-Out Criteria for Telework form. Supervisors must furnish copies of all telework agreements and copies of any denials and terminations to the ACC-PICA Telework Coordinator for reporting purposes.

DENIALS AND TERMINATIONS: Denials and terminations of telework agreements shall include documentation of the business reasons for that decision. Employees may contest denials and terminations either through alternate dispute resolution (ADR), their bargaining unit grievance process, or for those employees not covered by negotiated agreements, the Picatinny Arsenal grievance procedure.

DOCUMENTING TELEWORK SCHEDULES: The specific days and work hours the employee will telework must be identified in advance and included in the telework agreement and will need to be updated as circumstances change. Time spent in a telework status must be accounted for and reported in the same manner as if the employee reported for duty at the conventional worksite. The timekeeper will record the number of hours for employees in telework status during the regular daily tour of duty by entering the appropriate code for regular work in the time and attendance system. Hours spent in a telework status that are outside of the regular daily tour of duty, e.g. credit hours worked beyond the regular 8 hour tour of duty, must also be accounted for and reported in the time and attendance system. Employees in telework status must adhere to their approved work schedules unless they have supervisory approval to change it.

Overtime/Compensatory time provisions that apply to employees working at a conventional worksite, apply to employees on a telework agreement. Overtime/Compensatory time may not be worked unless ordered and approved in advance by a supervisor.

FACILITIES AND EQUIPMENT: No IT costs will be covered by the ACC-PICA, nor will government owned equipment be provided or issued for use in telework arrangements. Employees must use their personally owned equipment; this includes, but is not limited to, computers, printers, scanners, copiers, telephone, etc. Employees are responsible for repairing and maintaining personally owned equipment used at the alternative worksite. The intent is that work performed at an alternate worksite requires no more than access to Microsoft Office programs such as Word, Excel, and PowerPoint, and does not require access to networks or systems requiring special access. Home offices must be clean and free of obstructions. The supervisor may deny an employee the opportunity to participate or may rescind the teleworking agreement based on safety problems or suspected hazardous conditions or materials in the home.

In addition, the teleworking employee is expected to pay for all costs incurred in operating an alternative office at home. As a consequence, the government will not reimburse employees for any operating costs associated with the employee using his or her personal residence as an alternative worksite, including office supplies (e.g. toner, ink, paper, etc.), home maintenance, insurance, and utility (e.g. heating, electricity, water, etc.) costs associated with working at home. No part of home utility costs (electricity, gas, etc) associated with working at home will be paid by the employer. Generally, employees who telework from home cannot claim additional tax deductions as result of using an area of their home for work. Employees should consult their tax advisor or the Internal Revenue Service for information on tax laws and interpretations that address their specific circumstances. ACC-PICA does not provide on-site support to home offices.

PRIVACY ACT, SENSITIVE OR CLASSIFIED INFORMATION: Telework employees must comply with the same security procedures to protect government information and data integrity that they do in the conventional workplace. Classified data may not be moved to non-secure off-site locations and processing of classified data (handling, discussing, storing, etc.) at non-secure off-site locations is prohibited.

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IV.   INTRODUCTION OF THE STAR MODEL

Now that the ACC-PICA telework policy has been approved and distributed to the workforce, it is up to management to ensure that the policy will be implemented and supported as it intended. This may however, take time because organizational issues may only arise after several months. To be able to combat any issues, it is important for ACC-PICA's management team to have adequate knowledge of organizational behavior and theory so that they are not only able to improve their ability to make changes to the organization's telework policy, but so that they can also better manage a more effective implementation of the policy. Organizations, such as ACC-PICA, therefore need to be designed in ways that are more responsive to change. ACC-PICA has taken this first step by developing and distributing the ACC-PICA telework policy. In doing so, they are signaling that they want to create an organization which encourages experimentation, learning about new practices and technologies, and at the same time making a commitment to continuously improve performance. In order to have a successful policy however, ACC-PICA will have to ensure that it has designed its structures, reward systems, communication processes, and human resource management practices to encourage and allow for the organization to make continuous and rapid changes when the policy warrants. These "elements of success" are derived from the organizational behavior model called the Star Model and will be the basis for which recommendations will be made for ACC-PICA to achieve telework success.

The Star Model (Galbraith, 1973; Galbraith, 2011) is a framework that guides the assessment, planning, and implementation of organizational change to ensure sustainable performance improvement. Employing the Star Model helps prevent the typical problem of myopia, whereby change is so focused in one area that overall organizational performance improvement is road-blocked.

There are five elements to the Star Model that drive the assessment and planning for change. The elements are interconnected, so a change in one, affects the others and the organization's culture. A brief depiction of the five points on the star and their relation to organizational culture is as follows (Figure 1).
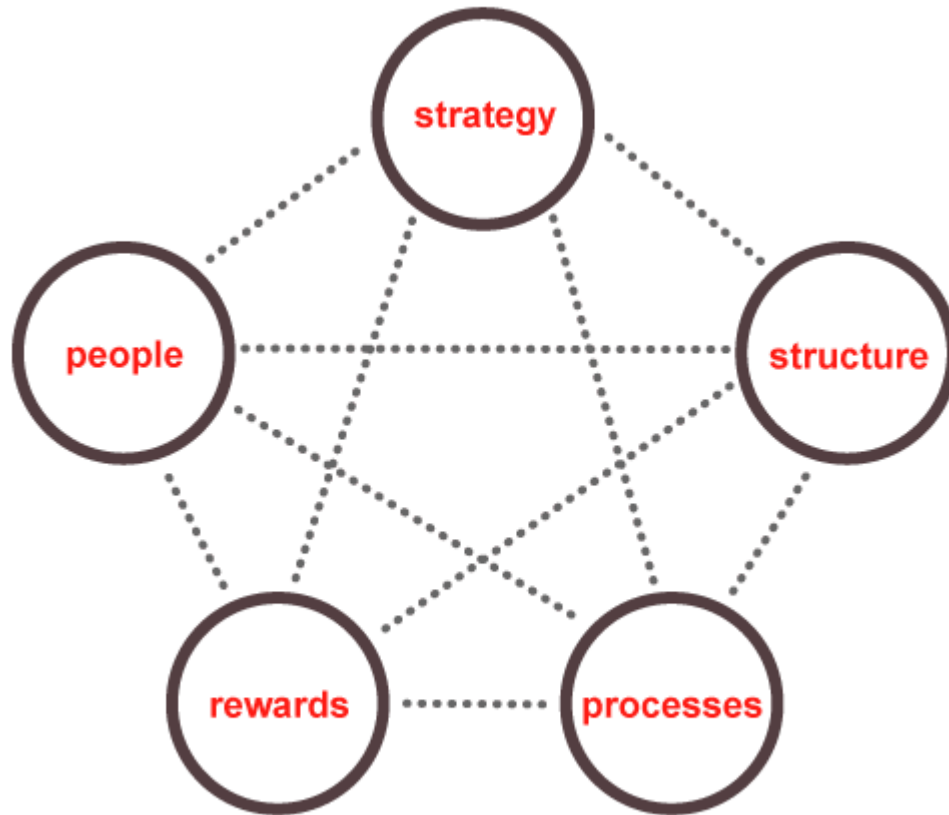
Figure 1.   Star Model (From Galbraith, 2011)

A.   STRATEGY

This is the new direction an organization is taking in response to environmental forces and is defined by a set of strategic business objectives and a high-level vision for achieving those objectives. This is considered to be a complex challenge and it needs to be driven by a business strategy, that identifies the kind of organizational capabilities and core competencies which an organization needs to develop. The ACC-PICA telework policy is a direction in which the organization has not previously explored, so the strategy that ACC-PICA employs must be flexible until the policy has become more established within the organization.

B. STRUCTURE

Structure is composed of the changes to organizational design and lines of reporting (often depicted in the organization chart) that will be prompted by the new strategy. Structure also includes management's critical decisions regarding how individuals are grouped together, how major decisions are made, how many levels of management should be created to help implement the policy, and a host of other factors. In many respects, because these decisions are the fundamental building blocks of an organization, this is the reason that they must be closely articulated with the telework strategy.

C. PROCESS

Process is concerned with the changes to the processes, procedures, and workflows guiding the organization's operations which will result from the introduction of the new strategy. The process element includes the systems that ACC-PICA will be putting into place in order to help control, manage, inform, and direct its telework employees' behavior, both individually and collectively, so that they focus on the correct strategic actions. Specifically, these processes will include information and communication systems and budgeting and financial concerns.

D. PEOPLE

The People point on the star is concerned with the changes to the roles, responsibilities and skill sets of individuals in the organization which result from implementing the new strategy. No organization can operate successfully if its employees cannot do the work that is assigned to them, especially when teleworking.

E. REWARDS

Reward systems must fit closely with strategy so that ACC-PICA's management can reward the correct behaviors. Rewards are also closely associated with the need for human resources since they are critical in attracting and retaining individuals. Furthermore, rewards are crucial in making all the elements of an organization operate effectively, especially when employees are teleworking.

F.   CULTURE

Culture involves embracing changes to the norms, values, and beliefs in the ACC-PICA organization, which are needed in order to implement the new strategy of the telework policy. Culture develops as a result of the influence of all the major elements of an organization. Some versions of the Star Model put culture in the center of the star to emphasize its importance and indicate that it is influenced by all elements on the star, but cannot be directly controlled in the same sense that the major design elements can be. Other versions show it as a product of the other five elements (Galbraith, 2011). Culture is often difficult to change because individuals in the organization (both employees and management) have signed up to work there and have continued to work there because they like the existing culture as well as the reward practices and organization design which created it. When changes occur, it is difficult for some to overcome.

Therefore, the challenge for ACC-PICA is to develop an approach to organizing its telework policy so that management considers all five elements of the Star Model and focuses on how they all fit together. If ACC-PICA focuses on these points, it will be more likely to create an organization with the strategy, competencies, and capabilities it needs to implement a successful telework policy. An important principle of the Star Model has been that organizational effectiveness is greatest when there is a fit among the points of the star. In particular, the emphasis has been designing processes, reward systems, structures, and human capital which produce the capabilities that are required for the implementation of a new policy. Fit is considered to be important, according to the Star Model, because it is required in order to produce the kind of capabilities that will help ACC-PICA maintain a competitive advantage within their niche. This means that ACC-PICA should try to align all the points on the star in a way that they support each other and in combination, support the ACC-PICA strategy.

V. TELEWORK LESSONS LEARNED FROM OTHER FEDERAL AGENCIES

Federal agencies have often learned from the past experiences of organizations with similar missions and strategies that have come before them. Using the knowledge gained, they need only to adopt what worked best for the organization and can discard what did not. It is this kind of cross-organizational knowledge sharing that has made, and will continue to make, the federal government better in many ways. Although other organizations have made their progress known, GSA and OPM have been the predominate organizations involved in the cross-organizational knowledge sharing of the lessons learned from teleworking and it is from OPM's 2011 Guide to Teleworking in the Federal Government that four of the six following categories are listed.

Although not listed in OPM's guide, telework support is an obvious category for any telework discussion and telework pilot programs have been successfully implemented throughout the history of teleworking in the federal government that their usefulness cannot be ignored. Furthermore, in the collection of resources available on the subject, the following six categories form recurring themes throughout and are often used to categorize the lessons learned as has been done here. After a discussion on the laws and policies as they pertain to each category, the lessons learned from independent, non-government research and from federal agencies self-evaluations will be presented.

A. TRAINING

An important element of the TEA10 is the requirement that training be provided for all teleworkers and their managers. Telework training for managers and employees can help define work processes and increase organizational efficiency which provides a clear understanding of what the goals and objectives are when working in a telework environment. Training is an important tool since it builds the framework for developing policies that will implement appropriate telework arrangements which work best for the

organization and improves work output. It is essential that a training program is established to ensure that all individuals involved experience the benefits which telework can bring to an organization.

1. Training in the Law and Policy

The TEA10 directs each agency head to ensure that a training program is implemented within their organization. The execution of a training policy for telework is enforced across the DoD and the DA.

The training of both the manager and the employee is essential for a telework policy to be effective. According to OPM (2011, April), organizations must ensure that "an interactive telework training program is provided for both employees and managers of teleworkers according to the law." Each organization has been given some degree of autonomy to implement its own form of training which is effective for its employees, as training policy requirements may differ due to different organizations performing varies duties. Otherwise, it would be difficult to try and develop one overall policy for all organizations to adhere to.

Employees and managers must successfully complete telework training prior to entering into a written agreement before being allowed to telework, unless exempted by the head of agency (OPM, 2011, April). In addition, the DoD's telework policy, DoD Instruction 1035.01 states, all employees shall be trained on accessing the unclassified DoD IT network remotely.

Employee training should address how to apply teleworking guidelines for a safe and productive work environment at home or at a telecenter. The necessary technology required is based on the sensitivity of information to be accessed and secured, as well as how to communicate and stay connected with their team as needed. Training also provides examples of traits and characteristics that an individual should possess when considering telework; to ensure they will be as successful as possible, and they will continue to produce high quality work.

If an employee is already teleworking, he or she may be exempted from training requirements. The decision to waive this requirement must be made by the organization's director. If an employee is exempted, the OPM recommends that the organization provide these employees updated information related to the TEA10 to keep them informed of changes, if any, to the telework program (OPM, 2011, April). Otherwise, all employees are required to participate in a training program prior to entering into a telework agreement.

Training managers on the objectives of telework is also important because it provides managers with the skills to establish goals and expectations for the teleworker. Managers should be trained on how to establish lines of communication and what information needs to exchanged with the teleworker. They should also be educated on the rewards and benefits of telework. This will enable them to recruit and retain the best possible workforce, ensure COOP, reduce employee turnover and absenteeism, and ensure that the telework is more productive due to fewer interruptions (OPM, 2011, April). All training modules provided by the OPM offer lessons that give managers and employees an overview of basic telework concepts to understand the process of teleworking, the skills required by both managers and the teleworkers, and provide telework scenarios which further explain what is allowed under a telework program. For those organizations who would like more specialized training for managers, training is available through OPM's Eastern and Western Management Development Centers.

2.   Training Lessons Learned from the Federal Government

The following information is extracted from an independent study and three federal agencies that conducted internal evaluations of their telework program to assess the effectiveness of its implementation.

An independent survey was conducted by International Telework Association and Council (ITAC) and GSA to evaluate and obtain additional validation of the recommendations on telework programs practices and assess the essential or most effective practices which have resulted in being the most efficient in implementing telework. The survey was issued to 79 experts in the field of telework and of the

practices that they evaluated, (1) requiring a telework training for managers and (2) requiring telework training to be in a classroom format were rated as essential (highest) or valuable (second highest) to the success of a telework program (Joice, 2001).

The first of the three federal agencies, the Defense Information System Agency (DISA) is one of the pioneers in implementing telework within the federal government. Training sessions with managers and with employees proved to be effective at DISA and are still being provided. The sessions last about two hours and offer managers examples of work plans for staff in remote locations. The program also highlights telework as a privilege rather than a right (Long, 2011). In addition, separate training sessions were provided to ensure employees knew their roles and responsibilities of teleworking (Long, 2011). Training is an ongoing part of DISA's telework program. There is a list of telework training requirements for all personnel. Training can also be done online and the amount of time an employee spends online can be measured, whether the individual is teleworking or not (Overmyer, 2011).

The second agency, the United States Patent and Trademark Office (USPTO) placed great emphasis on training, especially to increase the skills of managers and teleworkers. The nature of the training is mostly facilitated discussion and is primarily about how to manage people, whether or not they are teleworking. The USPTO believes the most important concept in managing people is ongoing communication (Overmyer, 2011).

Telework has also had a positive impact on the third federal agency, the National Institutes of Health (NIH). Its success partially comes from its training, which it considers to be a very important component and holds it to the highest standard. NIH has an extensive training program, which includes both face to face and online courses. The online portion is for employees and includes topics such as, "How to apply to telework" and "How to develop a well-written telework application." For managers, the online training includes how to review and modify agreements to best meet office needs. Seminar style training that follows the OPM model of telework training is also used. It is an advanced course that focuses on making a shift from managing performance on-site to managing off site (Overmyer, 2011).

B.   MANAGEMENT ACCEPTANCE AND SUPPORT

1.   Management Resistance

Since it was reported in OPM (2011, February) that the "most frequently cited barriers to telework were coverage (64%), organizational culture (49%), and management resistance (47%)," it is important that managers "maintain frequent contact with their TMO, or the TMO's designee, to ensure the agency's policy and procedures are properly applied and to ensure they are aware of the full range of support and resources available to them" (OPM, 2011, April). Overcoming this kind of resistance is essential if telework is to become a standard practice and widespread in the federal government. Management resistance can be overcome by first addressing managers' concerns; secondly, by educating managers on how to manage teleworkers (and educating teleworkers on how they are to be managed); "and finally, supporting telework in the federal workforce with executive champions such as OPM Director John Berry, an ardent supporter of telework" (Overmyer, 2011). Research has shown that "key elements of overcoming management resistance include management supported pro-telework initiatives, pilot programs, and support from professional organizations" (Peters & Heusinkveld, 2010).

2.   Management Acceptance and Support Lessons Learned from the Federal Government

As previously mentioned, a major challenge to successfully implementing telework in the federal government is the attitude of management and an agency's organizational culture. A 2009 survey of federal executives and decision makers indicated that 83% personally supported telework, but 42% felt that their direct manager and 31% felt that their agency leadership, were not supportive of telework programs and alternative work arrangements (Overmyer, 2011). This should be a concern because without the support of management, the goals of the TEA10 cannot be achieved. Despite these statistics, there are federal agencies that have been able to overcome issues of management resistance and have developed measures to encourage employees to telework within their organization.

One of these federal agencies is DISA. The key to successfully implementing telework at DISA was that agency's senior leadership, including the director, embraced telework and championed the practice. Based on their previous experience in industry, several members of DISA's Senior Executive Service assuaged the concerns of their colleagues by sharing their experience of telework as a practice that works (Overmyer, 2011). Specifically, DISA did extensive briefings to SES-level managers and their subordinates on how to measure performance and manage within a telework environment. These briefings are still being provided as changes are mandated by the TEA10. The lesson to be learned here is that support from management is required from the top down because, when top management provides its support to a policy, this support will be clearly transmitted as a message to middle managers throughout the agency. Consequently, the middle management support will flow down to the employees, who will ultimately participate in the telework programs. It is a good process that encourages use of the policies and procedures implemented by the organization.

At the USPTO, documentation was considered to be the best way to obtain management support. The documentation was for management and its purpose was to provide management asset guidelines. Each of the guidelines which had been provided to management was as specific as possible, and was also made available throughout the organization. By providing this information throughout the organization, no one could claim to be uncertain about what management's goals were with regard to the telework policy.

A labor-management partnership was also critical to the success of the USPTO telework programs (Overmyer, 2011). When the telework programs were designed, "unions partnered with employees and manager representatives to create agreements that will best serve the employees, the agency, and management" (Overmyer, 2011). The USPTO did this so that the managers and the employees felt comfortable in their agreements. By creating these partnerships, the resistance felt by management in implementing a telework policy was alleviated.

At the Federal Deposit Insurance Corporation (FDIC), the Work Life Program Manager, Susan Boosinger, wanted to find more ways to inspire reluctant managers to

permit telework. By encouraging managers to try telework themselves, she believed the experience could elicit the "ah-hah" moment when they recognize the benefits and develop into program supporters. At the FDIC, there are still pockets of managers who believe that in order to work effectively, an employee must be at their office desk. Boosinger anticipates that in the next five to ten years, telework will become a mainstream practice, and management resistance will disappear. To overcome this resistance at the FDIC, Boosinger cites the best three methods: education, education, and education. By providing telework education, the FDIC teaches managers the benefits of telework and how to successfully manage its teleworkers. Another way that the FDIC works to combat management resistance to teleworking is by making managers accountable for supporting telework for their employees. This is a persuasive technique used by the FDIC to increase telework participation within its organization (Overmyer, 2011).

Also at the FDIC, the agency practices the adage, "What gets measured, gets done" (Overmyer, 2011). The FDIC used "surveys and evaluation tools to measure the success of the agency's program and to provide suggestions for improvement" (Overmyer, 2011). In addition, the FDIC was able to track telework participation using software such as a time and attendance systems. By doing so, the top-level management could determine the divisions that were and were not supporting the telework policy. Finally, to further support their telework policy, the FDIC has designated the last week in October as Corporate Telework Week (Overmyer, 2011).

At NIH, it was important for the organization to build a program on a solid foundation where the agency could set measurable goals involving benefits and costs for its organizations and customers. Leadership support was critical for this telework foundation to exist (Overmyer, 2011). Support of management was therefore "sought and obtained across NIH—from administration, information management, managers, and employees prior to implementing their telework policy" (Overmyer, 2011). They knew that without this foundation and support from the entire organization, the policy would not be successful. NIH leadership provided clear support and this was important because many employees wanted to know whether management and leadership supported

telework at NIH. It was through "effective communication with employees that made it clear to them that management support existed for telework at NIH" (Overmyer, 2011).

The lesson learned here is that top agency management must be willing to make their support visible and tangible if their telework policies are going to be successful. "Indicators of top management support are written policies, public declarations during briefings, and making telework participation a part of manager's and supervisor's performance evaluations" (Overmyer, 2011). After all, if management cannot support its agencies policies and programs, they are not being effective within their positions because they are trying to implement policies that they are not willing to back themselves.

C.   TELEWORK AGREEMENT

The telework agreement is more than just a form to sign; it is a critical part of the policy because it establishes and documents a variation in the traditional employer-employee relationship. By allowing an employee to not be present at the usual worksite, an employer and supervisor put their trust in an employee to continue operating at his or her expected level of performance while the employee is teleworking, and the employee trusts that the organization will continue to respect and evaluate their performance at the same level as if they were in the office. In addition to the written agreement and the implied trust, the contents of the telework policy itself serve as the terms and conditions of the agreement and therefore, must be made as clear as possible.

1.   Telework Agreements in the Law and Policy

The TEA10 requires every teleworker to have a written agreement regardless of whether the telework is regular, recurring, or situational prior to participating in telework. It also requires that this written agreement be executed by an agency manager and an employee authorized to telework and it must outline the specific work arrangement which is agreed to. Within these requirements, the TEA10 defines two areas of consideration for the agreement, eligibility and participation. With regard to eligibility, the TEA10 states that each agency shall establish a policy which authorizes eligible employees to telework; determines the eligibility of all employees to participate in telework; and

notifies all employees of their eligibility to telework. Employees are not eligible to telework if they have been officially disciplined for being absent without permission for more than five days in any calendar year or have been officially disciplined for viewing, downloading, or exchanging pornography on a federal government computer or while performing official federal government duties. With regard to participation, the TEA10 states that each agency's policy shall ensure that telework does not diminish employee performance and an employee may not be authorized to telework if his or her performance does not comply with the terms of the written agreement. It also states that, except in emergency situations, the policy shall not apply to any employee of the agency whose official duties require, on a daily basis, direct handling of secure materials or on-site activity which cannot be handled remotely or at an alternate worksite. The TEA10 also makes it clear that no employee may participate until they have completed the required training and all employees must be treated the same, regardless of working arrangement, for the purposes of performance appraisals, training, rewarding, reassigning, promoting, retaining, and work requirements

DoDI 1035.01 contains the same elements, but also identifies the telework agreement form, what it must address, and how it should be managed. It also goes into more detail about eligibility, participation, and training, and adds a section on termination of the agreements.

It states that all employees who telework on a regular and recurring basis must complete a DD Form 2946. The DD Form 2946 shall be signed and dated by the employee and supervisor and should be maintained by the employee's supervisor. Completed DD Form 2946s should address the logistics of alternate workplace arrangements, such as, the employee's work schedule, security requirements for DoD information, safety requirements for the alternate workplace, supplies and equipment issued, protection of government furnished equipment (GFE), the supervisor's expectations of a teleworker's performance, and the employee's emergency response telework responsibilities. All telework agreements, regardless of the employee's emergency response status, should address the employee's telework location. If the employee's home is the telework location, it is the responsibility of the employee to make

certain that a safe work environment is maintained while teleworking. Employees should designate one section of the home as the telework work station for purposes of the telework agreement and complete and sign a self-certification safety checklist as part of the initial submittal of the DD Form 2946 prior to beginning the telework arrangement. The agreement should also include whether the employee will telework when the traditional worksite is closed (e.g., emergency dismissal due to adverse weather conditions) and instructions on whether sensitive unclassified or competition sensitive source selection data is authorized for use at the telework location. If so, the DD Form 2946 shall include a description of the proper encryption, storage, safeguarding, and return of such information and data. Telework agreements shall be reviewed by the supervisor and teleworker, re-validated at least every two years, and revised when appropriate. A new DD Form 2946 should be completed when a new relationship is established between the employee and their supervisor. Teleworkers may be required to return to the traditional worksite on scheduled telework days based on operational requirements. A recall to the office for operational reasons is not a termination of the telework agreement. Requests by teleworkers to change their scheduled telework days in a particular week or biweekly pay period should be accommodated by the supervisor when practicable and consistent with mission requirements. A permanent change of the telework agreement must be reflected by approval of a new DD Form 2946.

Although use of telework is encouraged, employees cannot be ordered to telework, unless the employee's duties are designated as mission-critical or the employee's telework agreement addresses this requirement. Telework is not an entitlement and not all employees are eligible to telework. In addition to what is mentioned in the TEA10, DoDI 1035.01 also excludes from participation: employees whose performance or conduct warrants more close supervisory direction, whose rating of record is below fully successful (or its equivalent), whose conduct has resulted in disciplinary action within the past 12 months or who have unresolved security issues, and employees recently assigned or newly appointed to trainee or entry level positions. The

length of time for which the employee is deemed ineligible for telework is at the component's discretion and should be based upon criteria identified and addressed in the component's telework guidance.

With regard to denials and terminations, the DoDI 1035.01 states that a telework request may be denied by the supervisor and a telework agreement may be terminated at the discretion of the supervisor or at the employee's request. When an employee's request to telework is denied or an agreement is terminated by the supervisor, the reasons for denial or termination should be documented in writing and given to the employee. Denial or termination of telework agreements should be based on business reasons. Employees may dispute the denial of telework, the reasons given for a denial, and the termination of an existing telework agreement through component administrative or negotiated grievance procedures.

At the DA level, its telework policy, DA Memo 690–8, addresses all the same elements and is in agreement with the TEA10 and DoDI 1035.01, but it also adds a few items to further delineate on eligibility and participation. In addition to what is in the law and policy above, DA Memo 690–8 adds indicators that the work associated with a particular duty position is suitable for telework. These indicators include: work activities are portable and can be performed effectively outside the traditional worksite by telephone, computers, or other telecommunications media; job tasks are easily quantifiable or primarily project-oriented; contacts with other employees and customers are predictable or minimal; and the technology needed to perform the job at an alternative site is available. It also identifies elements of duty positions that are not generally suitable for telework. They include: requiring the employee to have daily face-to-face contact with the supervisor, other employees, customers, or the general public in order to perform his or her job effectively, and jobs that are held by employees who are part-time, seasonal, or students.

Unlike the TEA10 and the DoDI 1035.01, DA Memo 690–8 also provides suggestions on what qualities an employee who is suitable for telework should possess. They are an employee whose personal characteristics, as determined by the supervisor,

include: a demonstrated dependability and the ability to handle responsibility; a proven record of high personal motivation; and the ability to prioritize work effectively and to use good time management skills.

2.   Telework Agreement Lessons Learned from the Federal Government

The lessons learned about telework agreements include more than just the contents of the written agreement. They also encompass the areas of eligibility, participation, and the employer-employee relationship, especially the relationship which forms between the manager and the employee when the agreement is signed. These areas are not just derived from what is stated by the law or written in the policies; independent surveys and internal evaluations of other federal agencies' telework policies have shown that these are the areas that require attention from an organization if it wishes to implement the best practices into its telework agreement process.

In the same independent survey conducted by ITAC and GSA mentioned above, five practices related to the telework agreement were rated as essential or valuable to the success of a telework program by the experts. They include: (1) requiring a written work agreement between the teleworker and the teleworker's manager or other representative of management; (2) requiring adherence to written operating policies and procedures; (3) selecting teleworkers based on minimum performance requirements (4) establishing clear measurable goals and objectives for the telework performance of individual teleworkers; and (5) ensuring that teleworker performance appraisals follow the same procedures and guidelines as those applied to other employees (Joice, 2001).

In addition to this survey, federal agencies implementing telework have offered some lessons learned on creating and managing telework agreements. At DISA, the process for determining employee eligibility is the responsibility of the managers. First, they consider whether the position can be conducted from a remote location. Then, they review the applicants to determine if they are likely to be successful teleworkers. In so doing, managers examine characteristics such as organization, self-motivation, and ability

to work without close supervision. Applicants also must have a fully developed performance plan in place (Overmyer, 2011). Overmyer (2011) also explains how DISA automated its telework agreement using a:

> Centrally managed, web-based program for teleworkers to request a temporary or regular telework program, including the safety checklist and telework agreement online. The employee completes the agreement and sends it electronically to the manager. The manager can then approve or disapprove the agreement or request a modification. Today, both HR and the telework program manager can see telework applications and approvals/disapprovals across the enterprise. The automation process was a major improvement to the telework program.

This is a useful process to implement government-wide since it supports the mandate of Paperwork Reduction Act.

Overmyer (2011) points out that "One key to the success of the USPTO telework program was clear and concise documentation, including, at a minimum: telework agreements, telework guidelines, and asset management guidelines. This documentation was as specific as possible, and was made available throughout the organization." Overmyer (2011) provides a similar lesson learned from the FDIC telework experience, stating that "policy development is crucial" because it:

> Developed a telework policy that clearly outlined the expectations of telecommuting employees and the roles and responsibilities of managers and employees. The telework policy contained a clear statement emphasizing that telework is not an entitlement, and that the mission of the organization is paramount." Overmyer (2011)

Overmyer also explains the FDIC's restrictions on eligibility and participation by stating that "all employees, including executives, are eligible to participate in the telework program. The exception is a small number of employees who are currently on a performance improvement plan, student interns, or on leave restriction (2011)."

Overmyer (2011) explains the eligibility and participation determinations made by one other federal agency when he states that:

> NIH assumed that everyone is eligible for telework unless the Institute or Center determined that an individual did not qualify for performance reasons. Generally, employees at NIH are eligible to apply for telework if

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they have a satisfactory performance record or, for new employees, an equivalent record of satisfactory performance from previous employment; are not on any special leave procedures; have no documented misconduct within the last three years. In terms of task qualifications, tasks must be portable, must generate measurable work products in terms of quality or quantity, can't require close supervision or frequent guidance from the supervisor, and cannot require constant face-to-face interaction with customers or co-workers. Emergency employees (police, firefighters, hospital care) and service employees (child care, etc.) are not eligible to telework.

Finally, OPM (2011, April) offers the following on telework agreements from its collective expertise. Many agency policies currently describe specific requirements for the telework agreement, or make agreement templates available to employees and managers. For agencies seeking to develop or revise agreement forms, the following are recommendations of what to include in telework agreements based on best practices

- Term of the agreement: consider a one-year renewable agreement

- Type of telework specified by the agreement: describe if the agreement is for regular, recurring telework, or situational/ad-hoc/episodic telework

- Schedule: specify days of the week and the hours to be worked during telework days

- Requirements: outline any additional requirements (e.g., technology) beyond the prerequisites to telework outlined in the Act (e.g., training, written agreement)

- Expectations: clarify any assumptions, for example, regarding work location (e.g., if expected to work only from home) and frequency and modes of communication (e.g., e-mail vs. telephone, core hours for contact, speed for returning calls)

- Information security: provide a summary for data security procedures in the agreement

- Safety: provide a self-certification safety checklist to telework employees as a guide when preparing the alternative work location for telework

- Termination/modification: ensure that employees know the agreement can be terminated or modified, and outline the conditions for termination/modification.

In summary, the lessons learned that can be extracted from the accounts above are as follows:

- Must have a written work agreement between the teleworker and the teleworker's manager which requires adherence to written operating policies and procedures

- Must include the term of the agreement, type of telework, schedule, and any other requirements, expectations, or conditions that the organization determines should be specified

- Use the same procedures and guidelines as those applied to other employees for performance appraisals

- Maintain and follow a written process for submitting, denying, and terminating a telework agreement

- Process and store telework agreement forms electronically

- Managerial reviews to determine teleworker eligibility and participation must include both the tasks and duties of the position, frequency of communication with the applicant, and the abilities, past performance, and conduct of the applicant

- Base teleworker selections on established minimum performance requirements.

D.   TELEWORK SUPPORT

Although it is not required by any law or policy, providing some technological and telecommunications support to teleworkers is both permitted, and in some instances, specifically recommended for the success of the program. What the laws and policies permit as support for teleworking, and how it has been implemented, has been found to

be similar for several federal agencies in different departments. These similarities come in the form of lessons learned, often born out of years of trial-and-error with their own telework programs, but also coming from comparison with the telework support provided by the successful telework programs of other agencies and the recommendations of experts in the field. Identifying the appropriate amount of technological and telecommunications support necessary for a successful telework program is important for any organization to determine and utilizing the lessons learned from other federal agencies will prevent it from having to go through its own trial-and-error telework support experiment.

1. Telework Support Provided by Law and Policy

With the passing of the TEA10, there is now a flow down of telework policies to guide implementation from the highest level of federal government, through the DoD and the DA levels, and ending with ACC-PICA's organizational level policy regulating at the lowest level. There are also a few DA level policies that give direction on acceptable IT support for telework. Starting at the top, the TEA10 states:

> The Director of the OMB shall issue policy guidance requiring each executive agency when purchasing computer systems, to purchase computer systems that enable and support telework, unless the head of the agency determines that there is a mission-specific reason not to do so. (Pederson Arts Inc., 2011)

At first glance, it appears that the TEA10 gives little in the way of guidance as to what is required IT support for telework, but since this law applies to so many agencies which do such varied work, it would be much too cumbersome to try to account for even the basic IT needs of all of them and it is better to delegate that determination down to lower levels where more information about agency IT needs is held. Also, just the direction that any computer systems purchased by each executive agency must enable and support telework is a significant advancement for all telework programs because it identifies telework support as a main focus of all future computer systems purchases.

The DoDI 1035.01 goes into more detail as to what should be provided for telework IT support and who is responsible for specific elements. It states that

"components should provide the necessary equipment and office supplies for use with GFE for employees who telework on a regular and recurring basis, within budgetary constraints, based on the nature and type of work performed." It goes on to list specific guidance for the implementation of this:

- GFE should be approved for employees who telework when practicable. The local supervisor should determine the propriety of furnishing and installing GFE and software. The Component will be responsible for the service and maintenance of GFE.

- DoD remote access software may be installed onto GFE and personally owned computers to enable access to unclassified DoD systems and networks.

- GFE shall be used for official use and authorized purposes only.

- Use of personally owned computers to access unclassified DoD systems or networks remotely must comply with the applicable DoD regulations.

- The employee is responsible for the installation, repair, and maintenance of all personally owned equipment.

- Components may use appropriated funds to install telephone lines, broadband, or other necessary telecommunications equipment in a private residence for employees that telework.

The DoDI 1035.01 is clear that GFE and personally owned computers are both permitted, but also that DoD organizations should provide IT support to their teleworkers. It is also clear that whoever owns the equipment is responsible for its upkeep and that teleworkers will have to install some GFE in their personal computers. However, all this may become defunct as more organizations refresh their IT equipment and purchase computer systems with telework support in mind. Until then, it is still important guidance to have at a departmental level.

DA Memo 690–8 provides the same guidance as the DoDI 1035.01, but with three distinct differences:

- Use of both GFE and personally owned equipment is permitted, but the DA policy goes into slightly more detail about what personally owned equipment must have to be acceptable. This includes the exact virtual private network (VPN) name that must be used to access networks, having adequate firewalls and anti-virus and anti-malware software, and complying with Army Regulation 25–2 Information Assurance.

- Regardless of GFE or personally owned, all teleworkers will remotely access DoD networks and IT systems using their common access card (CAC). Each user is responsible for his or her CAC at all times.

- Teleworkers are responsible for protecting any GFE issued to them.

2. Telework Support Lessons Learned from the Federal Government

The following identifies what has been ascertained from independent surveys on telework and from internal evaluations of other federal agencies' telework policy implementation.

First, from the independent survey conducted by ITAC and GSA of the telework practices surveyed, (1) conducting an assessment to determine teleworker and/or organizational technology needs and (2) establishing formal arrangements for technical support of teleworkers, were two of seven practices rated by the experts as essential to the success of a telework program (Joice, 2001).

In a later survey, presented in Auten (2008), 91% of the 446 federal employees who participated in the survey and had a government issued smartphone said it had had a positive impact on their professional productivity and reported an average time savings/productivity gain of 54 minutes per day. Auten (2008) later showed what this could calculate to in cost savings for the federal government:

> If all employees who spend time outside the office and do not have a smartphone were provided one, the government could gain 54 minutes per person per day X 1.41 million people out of the office without a smartphone = 76.14 million minutes of productivity = 1.27 million hours gained per day X $29.00 average federal hourly wage = $37 million of productivity gained per day.

Now, extending this calculation to an annual basis, $37M X 239 work days in a year (260 work days minus 11 holidays and 2 weeks' vacation) = $8.8 billion of productivity gained per year government-wide. Even with the most unlimited and most expensive service plan from a common commercial provider, an annual cost of $2,120 ($2,040 for the plan plus $80 for the smartphone) is more than paid for when an employee's annual productivity could increase by an average of $6,238 using the same calculations from Auten's presentation.

Another presentation by Auten, From Bill to Building, provides both some common issues raised regarding telework technology support and some suggested solutions to those issues. The information provided is based on responses received from two surveys conducted by the Telework Exchange on IT professionals working in the federal government. Auten (2010) states that issues raised include:

- Obtain a clear understanding of requirements to support remote workers – bandwidth, hardware, software, etc.

- Ensure both accessibility and security

- Train the remote workforce to use tools efficiently and effectively" and the suggested solutions are:

- Hold training sessions to introduce management and employees to new technology

- Establish a continual training program for technology, providing a refresher for those employees that need it

- Explore mobile technology, increase accessibility

- Adopt encrypted hard drives, remote desktops, collaboration systems

- Establish processes for monitoring and upgrading resources

- Migration to cloud computing.

Second, from the federal agencies: Overmyer (2011) provides the following on DISA's IT support and telework productivity. "[DISA] employees must use a GFE computer to telework. To control costs of telework, computer acquisition policy changed to 90% laptops for all employees in 2006, thus making the same computer available for both in-office work and telework."

To successfully implement telework at DISA, agency management needed to make the financial commitment, which included purchasing equipment and services: VPNs, laptops, and security services. At DISA, printing while teleworking is not allowed since printers carry huge costs and DISA is reluctant to allow people to connect their home printers. Teleworkers can print to the office printers over the VPN and pick up the printed document the next time the employee is in the office. Most people read from the screen or print at work and take necessary reports home. This has resulted in decreased paper consumption. Electronic signatures are employed using a CAC.

Desktop teleconferencing software allows teleworkers at DISA to remain in contact with other employees, teleworking or not. Branch chiefs often have their morning meetings via the instant messaging capabilities. Employees can also attend meetings using teleconferencing technology (Overmyer, 2011).

Overmyer (2011) adds that:

According to Glover [Aaron Glover, Special Assistant to the Director of Manpower Personnel and Security Telework Coordinator for DISA] in the most recent survey, 90% of managers surveyed indicated that teleworker productivity was the same or better than in the typical office. Teleworkers are therefore at least as productive as workers who remain in the office.

Overmyer (2011) next explains the telework support provided at the USPTO:

Equipment from the office (except for furnishings) is replicated in the home office for those teleworkers who work from home four to five days per week. All telework employees receive training on assembling and troubleshooting equipment, and are provided with help desk support. Until recently, the standard equipment for teleworkers who work at home one to three days per week included a laptop, docking station, and headset. Some are also provided with printers, depending on their position. Recently, the Enterprise Remote Access (ERA) Portal was established, which provides the ability for less frequent teleworkers to use their own equipment to connect from home. Currently, there are about 400 people using the ERA Portal.

Overmyer (2011) continues with the FDIC's telework technology support and teleworking productivity. Each employee must be on a computer with Internet access and must have specific software on the computer to provide security. This computer can be either GFE or personally owned.

According to Overmyer (2011):

Over 90% of managers view telework favorably, and 70% believe that productivity either increased or remained the same. Telework survey respondents also returned 240 pages of written comments. Breaking the comments into categories, the FDIC found that productivity increased by 18%.

The last agency Overmyer (2011) comments on is NIH, where "many organizations within NIH have moved to purchasing only laptops, which can be used either in the office or at their telework location. NIH has incorporated this best practice from other agencies." Overmyer (2011) also states that, "Employees connect through a VPN account, using their own Internet Service Provider (ISP). On a case-by-case basis, NIH can provide ISP support for teleworking employees, especially those who work full-time or several days per week. Many employees telework three to four days per week and for these individuals NIH can help pay the cost of ISP service.

Some common practices and lessons learned can be derived from these analyses, surveys, and accounts from different federal agencies which can be applied to organizations endeavoring to implement a new telework program.

- Conduct an assessment to determine teleworker and/or organizational technology needs

- Establish formal arrangements for technical support of teleworkers

- Make the financial commitment and purchase the appropriate GFE to supply teleworkers with what they need so security is maintained and productivity is not diminished

- Allow teleworkers the same access to networks and software that they would have in the office

- Provide smartphones to all teleworkers to increase productivity and communicative ability

- Continuously train teleworkers to use their GFE and provide help desk support.

E.   PERFORMANCE MANAGEMENT AND MEASUREMENT

Being able to measure and manage is an important concern to managers, and must be considered when implementing any policy.   This is especially important when developing a telework policy because management must measure and manage the work of employees who are not physically located within the office every day.   Therefore, an organization must ensure that the proper performance standards and measurement practices are put into place to ensure that the workforce is held accountable for their outputs.

1.   Accountability of the Workforce

ACC-PICA management will have to make certain that they are able to maintain employee performance standards so that they can hold their workforce accountable for the work which is produced.   This concern may be even more apparent to ACC-PICA management because of their recent implementation of the organization's telework policy.   As such, in order to maintain accountability of the ACC-PICA workforce, management should establish performance standards to coincide with the employee's work requirements.   So, while performance elements/requirements tell employees what they have to do, the standards tell them how well they have to do it.   The performance standards; however, must be measured by management, so it is important how ACC-PICA develops these standards for its employees—both for those who telework and those who do not.

Performance standards for employees working from alternative work sites should be the same as performance standards for those working at the traditional work site (OPM, 2011, April).   When management can create standard performance parameters, they will be creating more of a seamless organization—not just a group of traditional

workers and a separate group which teleworks. Management's expectations of a "teleworker's performance should be clearly addressed in the employee's performance plan and performance plans should be reviewed to ensure the standards do not create inequities or inconsistencies between non-teleworking and teleworking employees" (OPM, 2011, April). Of course, teleworkers can and "must be held accountable for the results they produce, as are non-teleworkers" (OPM, 2011, April). The bottom line is that good performance management techniques practiced by a manager will mean a smooth, easy transition into a telework environment.

2. Performance Management and Measurement Lessons Learned from the Federal Government

The following three federal agencies have implemented successful performance management and measurement practices within their telework policies, which can serve as good examples to other federal agencies, like ACC-PICA, which are working to implement telework policies. Understanding what has and has not worked for other federal agencies will make it easier for ACC-PICA to avoid making the same mistakes they did and will help it to create the pieces of the policy which have been proven to be successful.

DISA emphasizes the importance of setting performance standards and ensuring employees know what is expected of them. "Today, there are approximately 3,500 approved applications for teleworking in DISA. This represents a significant expansion over the 50 initial workers in 2001" (Overmyer, 2011). DISA recognized that, "even if an employee is in the office, it is not possible to watch them 100% of the time and to know their every action" (Overmyer, 2011). This was an obvious realization at DISA because it is definitely easier to measure output when it can be physically counted.

Currently, at DISA, metrics are established in the performance plan which is developed for each individual employee. "Performance tracking is delegated to individual managers, but it is recommended that the same measures be used for both office and teleworking employees in similar jobs" (Overmyer, 2011). In addition, to help mitigate management resistance to teleworking, "DISA did extensive briefings to SES-

level managers and their subordinates on performance measurement and management in a telework environment" (Overmyer, 2011). The briefings helped to educate the managers who, in turn, were able to use the appropriate measures to better manage in a teleworking environment.

As of July 2010, "there were 5,654 teleworkers at the USPTO with over 7,000 positions that were deemed eligible for telework, which is approximately 75% of the 9,500 total positions in the agency" (Overmyer, 2011). USPTO became a known leader within the federal arena in incorporating good performance management practices in its telework program because it ensured that performance standards were measurable, understandable, verifiable, equitable, achievable, and aligned with agency goals (Overmyer, 2011).

With such performance standards in place, the USPTO has increased the number of teleworkers operating within the agency to "80% with 2,580 of those teleworkers actually teleworking four or five days per week" (Overmyer, 2011). Much of the success that can be attributed to the USPTO's telework performance standards is due to encouraging "strong communication between supervisors, employees, and their work teams" (Overmyer, 2011). With experience, communication with teleworkers and among team members "became as easy as communicating with those located in the office" (Overmyer, 2011).

At NIH, it was the training provided for employees and managers that was the key to successful performance management within their telework program (Overmyer, 2011). The "telework training was tailored to the needs of the organization and addressed management performance, as well as information technology, software, and security policies and issues" (Overmyer, 2011). Some of this training "was conducted online, and most it was actually accomplished as telework" (Overmyer, 2011). From its experience with telework, NIH has learned that performance management is absolutely critical and it has best addressed this issue through policy, training, and through communication with managers (Overmyer, 2011).

With the three federal agencies serving as examples, there are lessons learned that can be taken from each of their own trials in the implementation of their telework policies. There are a few that run deep through each of the organizations, and therefore, should not be overlooked. The lessons learned within these agencies that are most prevalent are:

- Measurable and verifiable performance standards

- Strong communication between supervisors and employees

- Policy initiative and extensive training.

F. PILOT PROGRAM

1. Testing Your Organization's Telework Policy

The idea of telework is, of course, not without detractors, and some telework coordinators and federal managers have legitimate issues with the concept of telework and how it has been practiced in the federal government to date. "These attitudes and risks must be dealt with in a meaningful way if telework is to be successfully expanded and implemented throughout government in compliance with TEA10" (Overmyer, 2011). Many organizations have been hesitant to go '"full fledge" into implementing teleworking policies within their organizations. As such, many organizations have decided to test out their policies on smaller scales and have implemented pilot programs. These pilot programs have shown to be an effective measure in mitigating organizational risk specifically due to management resistance towards teleworking. In fact, research has shown that "key elements of overcoming management resistance include management supported pro-telework initiatives, pilot programs, and support from professional organizations" (Peters & Heusinkveld, 2010).

2. Pilot Program Lesson Learned From the Federal Government

Pilot programs have been proven to be effective where teleworking initiatives were implemented in the federal government, specifically within the following cases:

In 2000, the FDIC chairman, Donna Tanoue, launched a diversified, strategic plan which was structured to retain highly trained employees, and to recruit and retain the best candidates in the marketplace. The plan provided a way to create work-life balance programs where employees had more control over their work environments. This plan, in turn, provided the stimulus for the telework pilot programs (Overmyer, 2011).

The FDIC undertook two nation-wide pilot programs. One of the programs was a home-based pilot program and the other was a task-based pilot program. "The home-based pilot program was limited to the bank-examining employees who were allowed to work from home any time they were not examining regulated banks" (Overmyer, 2011). The other program included the rest of the workforce including managers and supervisors. In 2003, the FDIC surveyed managers and employees to see if the pilot programs were worth continuing. The results were positive and the programs became permanent in 2003. According to the FDIC telework surveys, the overwhelming majority of managers and employees view telework favorably; with over 90% of managers viewing telework favorably and 70% believing that productivity either increased or remained the same (Overmyer, 2011).

In 2001, NIH received a grant through Telework Partnership with Employers, sponsored by the Maryland Department of Transportation and the Washington Councils of Government. According to Shirley LaBella, the telework coordinator at NIH, these funds were used to hire the services of a professional consultant to help set up and expand the agency's telework programs. They ran a pilot program for 12 months during which 50 employees could telework at least two days per month (Overmyer, 2011). Managers were also encouraged to try small pilot programs because it was NIH's belief that, "even if an employee is allowed to telework only one day per pay period in the beginning, these pilots had the ability to demonstrate to managers that teleworkers can be effective and productive" (Overmyer, 2011). In fact, managers were also encouraged to try telework

themselves to get a feel for how it works. The pilot programs were so successful that, "shortly after the end of the pilot, NIH developed a full program and a set of telework policies" (Overmyer, 2011).

Since the success of the pilot programs, NIH has been aggressively implementing telework and,

> As of December 2009, there were 18,440 full- and part-time government employees working at NIH. As of May 2010, 30% (a total of 5,624 people) of eligible employees were teleworking. Of those teleworking a NIH, 4% were working at home three or more days per week, 37% were working at home one to two days per week, and 18% were working at home at least one day per month. (Overmyer, 2011)

The remainder of teleworking employees at NIH do so on "an ad hoc basis, but are trained and set up to work remotely during an emergency" (Overmyer, 2011).

The pilot programs implemented at both FDIC and NIH prove that when new policies are established, they often work best when implemented on smaller scales. This is because policies often need to mature and sometimes organizations need time to adapt to it. The pilot programs provide the organization with the ability to test what has already been established and then work on what needs to be improved within the policy.

G.   CONCLUSION

The law and polices that govern telework provide only a portion of the information that an organization needs to create a telework policy and a telework policy is just one piece, albeit a critical piece, of an organization's telework program. An organization must look within its department and to other federal agencies for guidance in developing all the areas of its telework program. There are many sources of guidance that offer lessons learned and an organization will need to make decisions about which of these are the best practices for it to use and which it cannot implement. In making these decisions, an organization should consider the lessons learned as provided in the six categories of telework presented in this chapter. These lessons are summarized by category in Table 1.

Table 1. Lessons Learned by Category

Training	Hold facilitated discussion sessions for managers to share their experiences with other managers and learn alternative ways of managing teleworkers
	Frequently hold in-house training sessions on various telework topics for both managers and employees
	Encourage managers to actively participate in teleworking
	Encourage managers and employees to attend briefings, seminars, and classroom instruction on telework
Management Acceptance and Support	Senior management must make its support visible to entire organization
	Conduct briefings on how to measure and manage performance so it is consistent in all telework procedures
	Provide detailed and specific guidance to managers on all elements of the telework program
	Create an employee-management partnership
	Involve managers in establishing telework policy
	Use evaluation tools to measure the success of the program and to provide suggestions for improvement
Telework Agreement	Must have a written work agreement between the teleworker and the teleworker's manager which requires adherence to written operating policies and procedures
	Must include the term of the agreement, type of telework, schedule, and any other requirements, expectations, or conditions which the organization determines should be specified
	Use the same procedures and guidelines as those applied to other employees for performance appraisals
	Maintain and follow a written process for submitting, denying, and terminating a telework agreement
	Process and store telework agreement forms electronically

	Managerial reviews to determine teleworker eligibility and participation must include both the tasks and duties of the position, frequency of communication with the applicant, and the abilities, past performance, and conduct of the applicant
	Base teleworker selections on established minimum performance requirements
Telework Support	Conduct an assessment to determine teleworker and/or organizational technology needs
	Establish formal arrangements for technical support of teleworkers
	Make the financial commitment and purchase the appropriate GFE to supply teleworkers with what they need so security is maintained and productivity is not diminished
	Allow teleworkers the same access to networks and software that they would have in the office
	Provide smartphones to all teleworkers to increase productivity and communicative ability
	Continuously train teleworkers to use their GFE and provide help desk support
Performance Management and Measurement	Use measureable and verifiable performance standards
	Encourage managers and employees to have strong lines of communication
	Develop with policy initiatives and extensive training
Pilot Program	Telework policies should be initially tested with pilot programs

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VI. APPLYING THE LESSONS LEARNED TO THE ACC-PICA TELEWORK POLICY

With so much knowledge on telework available, and only so much in the way of resources available to expend in applying the lessons learned, ACC-PICA must be selective in choosing which practices it will implement. Having identified what is allowed by the law and policies and listing the lessons learned in each category; this chapter explains what is currently in the ACC-PICA telework policy as it pertains to each category and applies the lessons learned to ACC-PICA's policy. The objective of this application is to show how ACC-PICA can use the lessons learned to implement the best practices of teleworking as they have been provided by the research. Examples of the applications are provided to further illustrate the recommendations made and the Star Model is used to show what areas of the organization ACC-PICA must take into consideration when implementing any changes to its current policy. The Star Model is also used to show what the effects on organizational behavior may be and what other outcomes ACC-PICA could expect from that implementation.

A. TRAINING

In this section, the training lessons learned indentified in Chapter V are applied to the ACC-PICA telework policy to show where ACC-PICA can enhance its opportunity to prosper from the benefits of telework and the Star Model points of strategy, culture, and process are applied to ACC-PICA's future training procedures to show how they interlock with the overall strategy of its telework program implementation.

1. Training in the ACC-PICA Telework Policy

The TEA10 and other top level policies require that organizations provide training for their managers and employees prior to entering into a telework agreement. Since no specific course is required, federal agencies have been given the autonomy to provide training using the training methods which will be most effective for them. All federal

agencies have access to the online training program found on the OPM website and should make use of it. This is accessible by all federal employees regardless of whether they plan to telework or not.

ACC-PICA does not provide any guidance in its telework policy on training requirements, but it does require that all employees take the OPM online telework training and document receiving training via its Total Employee Development System training site by the end of July 2011. In addition to online training, ACC-PICA's Executive Director provided a briefing to the six contracting centers, within the organization, on how the telework program would function.

2.   Application of Lessons Learned

The following is a recap of the training lessons learned from Chapter V:

- Training is facilitated discussion about how to manage people

- Continuous/Ongoing training session with manager and employees

- In-house training sessions with manager and employees

- Active Manager

- Seminars and briefings/classroom training.

It is clear from the lessons learned, that it is important for an organization to train their managers and employees on telework, but it is also just as important to consider the method of how the information flows down to the individual. The method of training plays a part on how telework information is conveyed to managers and employees as they learn what their roles and responsibilities are in telework. Currently, ACC-PICA only requests that employee's participate in the online training modules on OPM's website. It is assumed that the telework training policy was developed to accommodate ACC-PICA's current telework program needs and that it will be able to adopt the recommendations and develop an enhanced telework training policy, over time, as the participation in the program expands.

One overarching recommendation for ACC-PICA is to consider incorporating a training section within its telework policy which describes the training requirement for the organization. This will inform all employees, especially new employees who might be interested in teleworking, on what training is required per ACC-PICA's telework policy.

Recall the USPTO telework program emphasizes management skills by facilitating discussion. This method proved to work well for the organization. Discussion among managers provides an opportunity to learn from each other. As more people participate in telework, ACC-PICA managers will have to embrace the idea that teleworking has become a part of the organization and will need to develop a system that provides for managers, the workforce, and the teleworker, a way to stay connected and continue to perform their daily duties. Ongoing communication is critical, and perhaps the most important concept in managing teleworkers (Overmyer, 2011). As also seen with USPTO, another recommendation for ACC-PICA is to conduct bi-weekly senior leaders meetings to discuss any issues or concerns that they have or that could develop in managing teleworkers, and in a group discussion, how to remedy these issues and concerns.

ACC-PICA managers may also find that they will have to become more flexible in their approach in order to manage teleworkers successfully and effectively. Continuous or advanced online training modules will keep both the manager and the teleworker informed of new developments. This is a valuable tool to keeping telework a thriving program. It can be implemented as part of the annual training requirements and it would not only be cost effective, but will also provide current information as more organizations share their lessons learned and best practices are incorporated into the online classes.

DISA reported that in-house, ongoing training sessions with managers and employees was effective. DISA provides a list of ongoing telework training requirements for personnel to accomplish online which allows the manager and teleworker to stay informed of any new developments within their telework program. Another

recommendation is for ACC-PICA to require a monthly telework course to be taken on line for all personnel to engage and stay abreast of the various benefits and lessons learned of telework.

In addition to online training, FDIC used what it called the "active manager" approach. FDIC believed that, if managers actively participated in a telework program, they would better understand the operations of telework and could appreciate all the benefits that telework brings to the organization and the employee. The added value that FDIC experienced by encouraging managers to participate in telework would apply to ACC-PICA.

For example, managers actively participating in a telework program are able to report back to senior leadership how the daily operations went for them while working from an alternative work site. This first-hand information will prove to be useful to the organization in ensuring an efficient telework program. As the program becomes more efficient, ACC-PICA's telework participation should increase because employees will see that senior leadership is encouraging their managers to get involved and be active teleworkers. This will demonstrate to the workforce that the organization supports and embraces the concept of telework because managers support and accept it and are encouraged to actively participate in the telework program.

A final recommendation is to incorporate seminars or briefings utilizing a classroom format with both the manager and employee. This form of ongoing training will allow the workforce the opportunity to learn from others as people share their experiences and concerns. This form of training is very useful for when the organization is seeking to improve strategies and processes. By conducting monthly seminars or briefings, and sharing with each other what has worked and not worked within their centers, another avenue for the organization to improve its training content and process is created.

For ACC-PICA, the implementation of telework is an alternative form of getting the job done, provides employee satisfaction, and provides an added benefit to the

organization to be able to retain their best workers. All of the various training forms recommended to ACC-PICA will allow the organization to optimize and empower the new federal workforce.

3. Application of the Star Model

Of the five points on the Star Model, the training policy is most closely associated with strategy, culture, and process. The strategy identifies in what direction the organization is moving, the specific goals and objectives to be achieved, and its values and mission. Strategy also dictates which activities are most necessary (Galbraith, 2002). ACC-PICA will need to implement a more ongoing form of training as part of its telework policy. ACC-PICA's strategy should be one that aims to benefit from the training provided, so that the organization will see a return on investment, such as those in a recent study conducted by Cisco Systems. The study showed that 67% of teleworkers reported improved quality of work, 75% reported an improvement in the timeliness of their work, and 69% reported greater productivity (Overmyer, 2011). Telework is an added asset to the organization's functional operations and to the mission. ACC-PICA's training strategy needs to educate teleworkers on the tools they need to operate from home, as if they were in the office, and teach managers so that they have the ability to manage in a telework environment.

The telework arrangements that ACC-PICA developed permit employees to be away from their Picatinny work site for 16 hours per pay period and do not change the organization's overall strategy or structure. Information will flow through the organization as usual, but how a teleworker will stay connected to the rest of the workforce will change slightly. This slight change in the communication process creates no reason for any additional or ongoing training, since the teleworker is away from their official work site only one day per week. Therefore, ACC-PICA does not see a need to provide additional or ongoing training other than the current online training offered by OPM. As ACC-PICA's contracting personnel begin to gain the knowledge and experience that will shape them into independent workers, ACC-PICA will see a shift in telework participation which may require a change in their telework arrangements. As

more employees choose to telework, ACC-PICA's overall strategy, culture, and process will be affected. These changes will likely create a need to publish a revised telework policy that establishes guidelines for continuous training to be offered to support the increased number of personnel participation so that ACC-PICA can continue to achieve the goals and expectations of its overall strategy.

The implementation of telework will change the norm of the organization by adding an ongoing telework training policy to the operational structure at ACC-PICA. There is a likelihood that cultural changes will occur within the organization. ACC-PICA could be perceived as becoming more modernized and progressive. All employees will be affected by teleworking, and training will be essential for all employees, whether they are teleworking or not, to embrace telework as an alternative way of doing business.

As participation increases in the telework program, ACC-PICA may need to devise a continuous training program which will benefit the organization and meet the missions' goals. Regardless of which form of continuous training is added to the organization's operational functions, ACC-PICA must keep in mind that the lessons learned and the recommendations provide have one common goal and that is to introduce a telework policy that applies the various facets of the Star Model in order for the organization to implement an effective telework process.

B.   MANAGEMENT ACCEPTANCE AND SUPPORT

The ACC-PICA's telework policy does recognize that teleworking is a valuable recruitment and retention tool and has the potential to provide greater organizational flexibility, increase productivity, reduce absenteeism, maintain services, mitigate traffic congestion, and improve air quality. ACC-PICA also makes it known within its telework policy that these attributes make teleworking an important management tool in maximizing the utilization of current resources and recruiting new talent to accomplish the work at ACC-PICA.

Although the policy recognizes the importance of telework, some managers are likely to still be skeptical of its proposed benefits and need encouragement to support its success. Therefore, this is an important management consideration for ACC-PICA where

it should to take into account the lessons learned from the other federal agencies that have already implemented policies and apply them to its policy so it can gain more support from its managers.

1.   Management Acceptance and Support in the ACC-PICA Telework Policy

The ACC-PICA telework policy does not specifically address the issue of management acceptance and support. Instead, it states that the purpose of the telework policy is to set forth the organization's philosophy and administrative guidelines for the telework program. Based on what is in the policy, it appears to be the intent of ACC-PICA to promote a telework program so that the organization can better achieve administrative efficiencies, reduce traffic congestion, support COOP plans, and sustain the hiring and retention of a highly qualified workforce by enhancing work/life balance. To effectively implement this new policy, management support is required.

Besides stating that Center Directors are responsible for the overall management and success of teleworking arrangements within their work units, ACC-PICA's policy also states that it is up to the supervisors to ensure that the program does not adversely impact office operations, work productivity, run counter to public service requirements, or threaten the security of ACC-PICA data, information, or equipment. It is important to ensure that the organization is not impacted by these issues and ACC-PICA should provide the resources for its management to tackle these issues so that they can better support their organization's telework policy and program.

2.   Application of Lessons Learned

One of the lessons learned from other federal agencies that have experienced challenges with management acceptance and support of teleworking, is ensuring that senior leadership embraces telework and champions the practice. DISA did this by conducting extensive briefings to both high-level managers and their subordinates on how to measure performance and manage it within in a telework environment. This was done so that the policy was supported throughout the organization. Although, ACC-PICA has conducted an initial briefing to the organization explaining the written telework

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policy prior to its implementation, the organization has not conducted any subsequent briefings. It is therefore recommended that ACC-PICA provide seminars or briefings providing further guidance and instruction to its management team so that they will be more comfortable managing in a telework environment.

The USPTO was able to alleviate management resistance to teleworking within its organization by providing specific and detailed documentation to not only their managers, but also to the rest of the organization. The USPTO wanted to make sure that it could explain the goals and assets which management was looking to achieve through the program. In doing so, the USPTO was able to provide total visibility on what its intentions were for the telework program. It is recommended that ACC-PICA expand on its policy by providing its management with further guidance and support on how to achieve the goals of the organization's policy. Currently, the organization states the goals of the program, but it does not provide a means or method of how management should be working to achieve those goals. If this documentation must be kept separate from the policy, providing the guidance through the organization would help in serving the same goal.

The USPTO also created partnerships with unions and employees to establish the best individual telework arrangements possible. Although this may seem cumbersome, by doing so, the USPTO was ensuring that all parties felt comfortable and also understood their telework participation arrangements. This allowed management to adjust each arrangement as they saw fit based upon the employee's work duties and requirements. While ACC-PICA may not be willing to tailor each telework agreement to fit each individual's needs, the organization may want to consider this idea.

The FDIC took a similar approach and worked to ensure that management was held accountable for supporting the telework program through the organization's time and attendance software system and through extensive management education classes. In doing so, the FDIC was able to measure which divisions were encouraging telework and those that were not. In addition, by educating their workforce on a continuous basis, it encouraged management support throughout the organization. ACC-PICA may consider measuring telework participation through time and attendance reporting.

Finally, NIH required that all management get on board with the policy by tasking them to be a part of establishing the policy. NIH felt that if management was involved in building the policy, they would be able to better support it. If managers were not involved in the initial design of the ACC-PICA telework policy, the policy office tasked with putting it together should go solicit input and feedback from the managers. In doing so, it may find that the comments received from management could greatly improve the policy as it currently stands.

Working to implement any of these recommendations will prove helpful to ACC-PICA in making improvements to its current policy. If other federal agencies have already learned these lessons through implementation of their own policies, it would be beneficial for ACC-PICA to consider these recommendations as well. As the policy improves so will the support for the telework program and the more ACC-PICA will benefit from it.

3. Application of the Star Model

Of the five points on the Star Model, providing for management acceptance and support for the telework program is most closely associated with strategy, culture, and people. In order for ACC-PICA's telework strategy to be effective, management must identify the capabilities it needs in order to support the program. However, without the proper education and guidance from the organization, management will have difficulty in ensuring that their management strategy is effective in supporting the telework program. In order to support a management and organizational culture that supports its telework policy, ACC-PICA must be able to establish its organization and policy as an innovative means of competing with other federal agencies. Management and those responsible for the implementation of the policy should work to change the culture not simply through written policy, but also through ACC-PICA's reward systems, work design, and information processes. All of which should be designed to support and encourage those behaviors that lead to innovation and support for policy implementation. Thus, ACC-PICA must work to create the appropriate organizational designs and management systems through extensive education within the organization.

C. TELEWORK AGREEMENT

ACC-PICA has a well-made and well-organized telework agreement. Proficiency in this category is essential for any telework program because the agreement extends though many of its parts and processes.

1. Telework Agreements in the ACC-PICA Telework Policy

ACC-PICA's policy is clear with respect to the key elements of a telework agreement. There is a standard form for the written agreement attached to the policy, conditions of eligibility and participation are detailed, other terms and requirements are addressed, and the management review and selection process for applicants is outlined.

The written form attached to the policy clearly identifies all the information that is required and requests exactly the same as information as the DD Form 2946. In addition to the form, ACC-PICA's telework policy states the characteristics and eligibility criteria that managers and employees must consider for teleworking arrangements. It recommends that an employee make a self-assessment about their telework capabilities before applying, outlines the job characteristics which are appropriate for teleworking, and defines the characteristics employees must possess to be successful at teleworking. ACC-PICA's policy also explains the application process and the responsibilities of the manager and the employee.

2. Application of Lessons Learned

The lessons from Chapter V regarding telework agreements are reiterated here:

- Must be a written work agreement between the teleworker and the teleworker's manager which requires adherence to written operating policies and procedures

- Include the term of the agreement, type of telework, schedule, and any other requirements, expectations, or conditions that the organization determines must be specified

- Use the same procedures and guidelines as those applied to other employees for performance appraisals

- Maintain and follow a written process for submitting, denying, and terminating a telework agreement

- Process and store telework agreement forms electronically

- Managerial reviews to determine teleworker eligibility and participation must include both the tasks and duties of the position, frequency of communication with the applicant, and the abilities, past performance, and conduct of the applicant

- Base teleworker selections on established minimum performance requirements.

ACC-PICA has fully addressed and successfully implemented all but one of these into its telework agreements. The only one that is not present is processing and storing telework agreements electronically. Although this is a good practice from the lessons learned, it is difficult to call it a best practice because DISA was the only agency found doing it. Had it been recommended by other sources more of a case could be made for it as a best practice. This, however, should not dissuade ACC-PICA from considering implementing electronic telework agreement processing.

The only recommendation for ACC-PICA here is to continuously maintain the good telework agreement process it has created. As other areas of the policy change, ACC-PICA must ensure that it updates the telework agreement so that inconsistencies in eligibility and participation determinations and breakdowns in the document processing do not occur.

3. Application of the Star Model

Since ACC-PICA has already implemented the best practices for developing the telework agreement potion of its policy, there is not anything to say about how it should use the Star Model to improve it.

D. TELEWORK SUPPORT

Despite, having three levels of telework policy above it, ACC-PICA still has a moderate amount of discretion in how it will provide technological and telecommunications support through its telework policy. The lessons learned about telework support, which were identified in Chapter V, can be applied to the ACC-PICA telework policy to show where improvements can be made to increase the opportunity for the organization to benefit from its telework policy. Also, the points of the Star Model, specifically the points of process and structure, can be applied as a framework for ACC-PICA's future telework support to show how it fits into the overall strategy of its telework implementation program.

1. Telework Support in the ACC-PICA Telework Policy

The TEA10 and higher level polices delegate to the organizational level the decision to provide GFE or have teleworkers use their privately owned equipment. For ACC-PICA, the decision was established in its policy that no IT costs would be covered by the organization, it would not provide GFE, it directed teleworkers to use their own equipment and made them responsible for all maintenance and repair, and no costs associated with this maintenance would be reimbursed. ACC-PICA's policy also states that the intent of this is that the work performed at an alternate worksite requires no more than access to Microsoft Office program and does not require access to networks or systems requiring special access. ACC-PICA's telework policy further states that teleworking employees should be able to easily communicate, by telephone, with the supervisor, if necessary and they are expected to pay for all costs incurred in operating an alternative office at home. As a consequence, the government will not reimburse employees for any operating costs associated with the employee using his or her personal residence as an alternative worksite, including office supplies, home maintenance, insurance, and utility costs associated with working at home. Potential savings to the employee resulting from reduced commuting, meals, etc., may offset any incidental increase in utility expenses.

It is reasonable to conclude from the excerpt above that ACC-PICA does not have sufficient funding to supply teleworkers with any GFE and because of this, it anticipates that telework productivity will be limited due to the lack of access to the network. There are two issues with this. One, it is inconsistent with the regulations in DA Memo 690–8 which describes what software and hardware is required for a teleworker to use personally owned equipment on government networks and, two, this part of the policy is being implemented incorrectly because no telework policy should allow for reduced productivity, especially when the analysis of other organizations implementing telework programs has shown that teleworkers are typically as productive or more productive when telework programs are properly implemented.

2. Application of the Lessons Learned

The following is a recap of the lessons learned from Chapter V:

- Conduct an assessment to determine teleworker and/or organizational technology needs

- Establish formal arrangements for technical support of teleworkers

- Make the financial commitment and purchase the appropriate GFE to supply teleworkers with what they need so security is maintained and productivity is not diminished

- Allow teleworkers the same access to networks and software that they would have in the office

- Provide smartphones to all teleworkers to increase productivity and communicative ability

- Continuously train teleworkers to use their GFE and provide help desk support.

It appears that ACC-PICA made its determination about GFE more for cost considerations than work or task needs. For ACC-PICA, the assessment around need is not that complex. Yes, MS Office programs are integral to the work there, but so is

access to the contract writing software, Procurement Automated Data & Document Systems, the Joint Munitions & Lethality Contracting Intranet, and the e-mail system, and all the other agencies' websites that are available in the office. To get access from an alternate worksite, ACC-PICA teleworkers will need a computer, remote access via a VPN, and a CAC reader. ACC-PICA still has the option of insisting that teleworkers use their own equipment, but for the purposes of security and to control the contiguity in the equipment, ACC-PICA should make the financial commitment and issue GFE. Provided that the employee has an Internet connection, a CAC enabled laptop with all the appropriate software can be provided through the next refresh cycle and a VPN already exists though the Army and only needs to be installed on the laptop. After this, proving a phone is the only other basic piece of equipment needed. Printers, copiers, and fax machines, either separate or in a combined unit, are other pieces of basic office equipment, but because of their high operating costs and high security risk for information spillage, ACC-PICA, like DISA, should not issue printers, copiers, or fax machines to teleworkers and rather should place in its policy that these may only be used at the office. This covers the basic IT equipment needs of the teleworker and will eliminate the reduction in productivity which ACC-PICA's policy has created by not providing the same technology and connectivity to its teleworkers at their home office as is available in its facility. Just as it has established formal arrangements for technical support of teleworkers with its current policy, it will need to rewrite the policy to include any updated provisions for GFE issued.

As reported by DISA and the FDIC, teleworkers' productivity remained the same or increased by some amount. Since increased productivity has been shown to be one of the benefits an organization may attain from having a successful telework program, it would be to ACC-PICA's benefit to find ways to foster this through its telework policy. One of the ways it can do this through IT support is by issuing smartphones to teleworkers. As was explained in Chapter V, smartphones can add an average 54 minutes of productivity to an employee's day. Adjusting the calculations in Chapter V to fit ACC-PICA's current average hourly wage of $33.00, an employee's annual productivity is increased by an average of $7,098, which is over three times the cost of the phone and

service plan. If just half of ACC-PICA's 250 employees had smartphones and used them daily, whether teleworking or not, an average of $887,250 in productivity could be achieved. This kind of cost savings through productivity would certainly be good news to the ACC and the DA.

Cost savings through productivity is not the only advantage of issuing smartphones to teleworkers. They can also serve in as multi-purpose device when configured correctly. Issuing them as GFE to teleworkers eliminates the need to supply a VOIP phone or have the teleworker use a privately owned line and thus increases the security of any phone calls. Smartphones can also be tethered to a laptop, which eliminates the need for teleworkers to connect to government sites through various ISPs. This also increases the security of the Internet connection because even though a VPN is encrypted, the security of ISPs' networks vary and ACC-PICA cannot regulate that, however, it can regulate the security of a connection through a smartphone issued as GFE. This is also useful if teleworkers need to work from a location other than their home office; they will have the assurance that whatever information is communicated is being sent over a government-controlled, secure connection. Just like any other GFE, formal arrangements for the use of smartphones will need to be written into the telework policy.

The final lesson learned in the list is continuously train teleworkers to use their GFE and provide help desk support. Again, since it is being assumed that ACC-PICA will adopt some of the recommendations above and issue GFE, it will need to write into its policy how teleworkers can get training and help desk support for that GFE. Training and help desk support are two things which ACC-PICA's does not necessarily have to provide or coordinate itself. There are other organizations, both government and commercial, which will provide classroom or online training and the TMO, GSA, and OPM can assist in coordination of the training. As for help desk support, fortunately for ACC-PICA, this is already in place at Picatinny Arsenal and a teleworker need only contact it for assistance via phone or e-mail during normal business hours.

3.   Application of the Star Model

Of the five points on the Star Model, providing technological and telecommunications support for teleworkers is most closely associated with processes because processes have to do with the flow of information through an organization. Because of the relationship processes have to structure, the telework support portion of the policy must also take into account the organization's structure. According to Galbraith (2002), "Information and decision processes cut across the organization's structure; if structure is thought of as the anatomy of the organization, processes are its physiology or functioning." In the case of telework support, the process is lateral because it is designed around workflow. Whenever a new form of technological support is added to the policy, it changes the way work is done and adds a new dimension or capability and thus, the workflow or process changes. Since the objective of designing policy with the Star Model is to affect organizational behavior while keeping the five points in balance, the organizational leadership must take into account how adding new processes in the form of IT support will also have an effect on the organization's structure. Furthermore, the organizational leadership must take into account how the addition of IT support will affect the organization's performance and culture. According to Galbraith (2002):

> A third implication of the Star Model is the interweaving nature of the lines that form the star shape. For an organization to be effective, all the policies must be aligned, interacting harmoniously with one other. An alignment of all the policies will communicate a clear, consistent message to the company's employees. The Star Model consists of policies that leaders can control and that can affect employees' behavior…managers can influence performance and culture—but only by acting through the design policies that affect behavior.

For example, if ACC-PICA was to change its telework policy to issue smartphones to teleworking employees, it would have a significant effect on the way information flows through the organization. Having smartphones would immediately begin to change the behavior of teleworking employees as they begin to implement and eventually become accustom to using smartphones as a new form of telework support. As was stated in the section, application of lessons learned for telework support, regularly

using smartphones has a noticeable and positive effect on employee performance and since the organization is investing in the betterment of its workflow processes, organizational culture will improve by teleworkers responding more favorably to their tasks because they are now more productive from the use of smartphones. To maintain balance in its processes when issuing smartphones, ACC-PICA should again look to the lessons learned. From these, it will find that training employees in the use of their smartphones will ensure proper use and encourage productivity. Also, ACC-PICA will regard smartphones as any other piece of GFE and will need to write into the telework policy how workflow (process) will be conducted with this addition and how it will ensure accountability for the GFE.

For now, due to the cost, it appears that ACC-PICA is not able to implement all the telework support it needs or would like to provide, but in time, and with careful planning, it should be able to later. Taking the recommendations into consideration as it develops the telework support portion of its policy; ACC-PICA will find itself benefiting in the long-term from its IT investments, provided that it maintains balance in its workflow and balance with the other points in the Star Model with the addition of any telework support measure. Regardless of what type telework support it may add, ACC-PICA's policy developers must remember that all of the lessons learned for telework support are integral to one another and should be considered as a whole when applying them to its policy; doing this will ensure that they incorporate the best telework support for ACC-PICA into their telework implementation process.

E.   PERFORMANCE MANAGEMENT AND MEASUREMENT

1.   Performance Management and Measurement in the ACC-PICA Telework Policy

In order to participate in the ACC-PICA telework program, an employee must have a current or expected, in the case of new employees, performance rating of at least a "fully successful" or equivalent and must maintain that level of performance for on-going participation in the program. In addition, as part of the telework agreement, teleworkers and their supervisors must identify duties and assignments to be performed while

teleworking and discuss performance expectations including the scope and status of work assignments. ACC-PICA's management has also maintained and included within the policy, that performance elements and standards, including the monitoring of teleworkers performance, remain the same as non-teleworkers performing the same or similar duties. The performance standards also established by ACC-PICA management are considered to be based upon a results-oriented approach. The policy states that performance standards should be able to describe the quantity, quality, and timeliness of expected work products and the method of evaluation, but it does not provide an example of how these standards and measures should be defined, which makes it difficult to envision how this will work.

Finally, the policy allows supervisors and teleworkers to review work that was accomplished each time the employee telecommutes, but the policy does not require teleworkers to document every activity. This is because the policy mandates that the performance will be viewed in terms of the quality and timeliness of the work products since ACC-PICA does not believe that the performance outcomes, expectations, assessment mechanisms, and schedules will be affected by teleworking. As such, ACC-PICA believes that its supervisors have a reasonable basis for assessing performance by focusing on work products and results rather than by direct observation of the employee.

2.   Application of Lessons Learned

When ACC-PICA begins implementing its telework policy, it should continue to base individual evaluations on performance and not on presence. Managers will need to know what the worker is doing and must be able to measure their performance in a meaningful way. Determining what performance measures will be suitable for an organization implementing telework is difficult for some managers.

The first recommendation for ACC-PICA is to place increased attention on "managing for results" and to manage proactively. Managers at ACC-PICA should review employee performance based on measurable outcomes. "Employee performance for teleworkers should be based on metrics appropriate for the individual teleworker and the job tasks that they perform" (Overmyer, 2011). Unfortunately, there is no:

Magic, one-size-fits-all solution for measuring the performance of any worker, let alone teleworkers, so measuring performance according to an established, pre-defined set of metrics is the best course for all employees, especially teleworkers. (Overmyer, 2011)

However, over the last several years, "Results-Only Work Environment (ROWE) has emerged and been successfully implemented at large organizations such as Best Buy, Gap, and other organizations and is a rather radical departure from traditional time-based work measurement" (Overmyer, 2011). With ROWE, an employee's performance is based completely on outcomes of work assignments and there are no set working hours, save those required for essential meetings and/or presentations. "ROWE has therefore the potential for relieving manager fears that teleworkers are not at their assigned workstation for eight hours per day, five days per week" (Overmyer, 2011). So, when performance assessment is based solely on results, there is "no opportunity for doubt whether or not a teleworker is doing their job—it is either performed on time with a quality output or not" (Overmyer, 2011).

In the event that ACC-PICA "is not ready for such a radical departure from tradition, it is possible to assign measurable outcomes to all workers, including teleworkers, along with a commitment to a certain level of effort in terms of time, and gradually ease into an increasingly independent arrangement" (Overmyer, 2011).

It is also recommended that ACC-PICA's managers work to embrace a more proactive and "inclusive" management style. This means including teleworkers into the same meetings, conferences, and communications as they do with the rest of the team. After all, "it is to everyone's benefit to include teleworkers in routine collaborative office activities" (Overmyer, 2011). This "inclusive" mode of operations should include regular communication (i.e., daily or weekly, depending on the situation) between immediate supervisors and teleworking employees. "The most commonly cited critical success factors for telework are support, communication, and trust" (Kowalski & Swanson, 2005). It is also important that "regular, scheduled (and occasional, but infrequently unscheduled) contact with teleworkers, both between peers and supervisors, is essential for maintaining a cohesive, bonded unit" (Overmyer, 2011). Therefore, it is recommended that ACC-PICA's management employ a policy where teleworkers are

required to attend monthly or quarterly face-to-face visits to the workplace. This is a useful tactic "for maintaining relationships between employees and between employees and supervisors" (Overmyer, 2011). In addition, video teleconferencing is also effective as a substitute for face-to-face visits. "It might also be helpful for teleworkers to submit plans for the coming week, and reports on the previous week, every Monday, regardless of job responsibilities. With online forms, this process should be relatively painless" (Overmyer, 2011). This type of requirement will then "serve to keep workloads in line with job responsibilities, encourage teleworkers to plan ahead, and give supervisors "warm, fuzzy" feelings about what teleworkers are doing at any given point in time" (Overmyer, 2011).

3. Application of the Star Model

Of the five points on the Star Model, providing measurable performance management standards is most closely associated with strategy and structure. In order for ACC-PICA's telework strategy to be effective, management must identify the capabilities it needs in order to compete with other federal agencies and then develop them by creating the appropriate organizational designs and management systems. Structure will allow for ACC-PICA to determine how those approved for teleworking employees are grouped together, who reports to whom, how tasks are assigned, and the nature of the jobs/work assignments to be completed while teleworking.

F. PILOT PROGRAM

1. Pilot Program in the ACC-PICA Telework Policy

ACC-PICA's telework policy does not mention the possibility to implement a pilot program. It is also not clear if not mentioning a pilot program within its policy was an oversight, or was omitted on purpose, but with the requirement for federal agencies, including ACC-PICA, to have a telework policy in place, it is a wonder why it did not first begin implementing a pilot program to assess how the policy will work before implementing its policies on a full scale. After all, "best practices suggest implementing a 90–120 day pilot program" (Auten, 2011). The success behind the pilot program launch is to actually develop mentoring pilots before the telework program is

implemented, and to continue the program with scenario and case-based training. If ACC-PICA decides to implement a pilot program, it will be able to mentor managers as they "try out" teleworking, and could plan a telework test week in order to identify potential issues with their program (Auten, 2011).

2. Application of Lessons Learned

The lesson learned with implementing a pilot program is that ACC-PICA would be able to use the pilot to better understand its mission essential functions and the time objective to perform each function. Furthermore, the pilot program would provide for necessary continuity planning which is essential in any risk-based decision making because it requires an understanding of the risk to make a good decision about the investment (Auten, 2011). The investment being the required support of the agency's telework policy, so that ACC-PICA is capable of creating a work/life balance option for its employees, while at the same time achieving the organization's goals and performance standards.

3. Application of the Star Model

Of the five points on the Star Model, implementing a pilot telework program to achieve organizational and employee objectives is most closely associated with culture, people, and rewards. By implementing a pilot program, ACC-PICA has the potential to create a new culture within its organization. ACC-PICA could potentially be seen as an organization that values innovation, not simply because it says it does, but because of the reward systems, work design, and information processes it is implementing in its telework policy. This ability will provide support and encourage positive behaviors that lead to innovation within ACC-PICA. The challenge management has at ACC-PICA is identifying what points on the Star Model give the current culture its characteristics and then to figure out how to change them so that the organization can operate with a new and more functional culture.

ACC-PICA must also consider its people when considering implementing a telework pilot program. This is because individual performance is critical for ACC-PICA's telework policy to be able to function effectively. In order to ensure it, ACC-

PICA must have individuals participating in the telework program with the right skills and knowledge and who are motivated to perform effectively. ACC-PICA must therefore, assure themselves that individuals selected to telework have the skills, abilities, and capabilities necessary to perform well by selecting the right people and then developing and training them.

Rewards are also important part of any policy or system being implemented. The pilot program can help management determine and establish an awards system to help motivate its telework employees to reach organizational objectives. Individuals need to be rewarded for learning, developing, and possessing the key skills that ACC-PICA needs in order to implement its telework strategy and policy. Specifically, ACC-PICA's employees could be rewarded based on their individual performance and on their contribution made to their contracting center and the organization as a whole.

VII. RECOMMENDATIONS AND CONCLUSIONS

A. CONCLUSION

ACC-PICA's implementation of a telework policy and program is a great step towards becoming a more modern and employee-focused organization. It is not difficult to see from the contents of the policy that ACC-PICA has complied with the law and higher-level policies and made good use of much of the knowledge which is available to it. Even so, there is still more it can make use of and so much more which it could adopt into its policy. There is so much more that the organization can have and be if it does too.

Using the Star Model and balancing resources with objectives, ACC-PICA should be able to make incremental improvements to its telework program over time, without any detrimental effects on organizational behavior and any unfavorable changes in performance and culture. The key to the success of the program and to the success of any change in the policy will always be senior management's the level of commitment to it. Their careful planning and monitoring of the program's alignment with other organizational strategies and policies will ensure that the program is effective and that ACC-PICA achieves the benefits which come with having a telework program.

B. RECOMMENDATIONS FOR ACC-PICA'S TELEWORK POLICY

The following table summarizes the recommendations for ACC-PICA to implement into its telework program.

Table 2.   Recommendations for ACC-PICA

Training	
Facilitated discussions among managers	Managers should share their experiences with other managers. This will help implement a collaborative environment which will include all employees whether teleworking or not.
Continuous training for managers and employees	Ongoing training keeps all personnel informed of any new developments. Any new information that can be incorporated into training modules will keep the program thriving and successful.
In-house training sessions with manager and employees	Conducting in-house training once a month helps with keeping the organization as a whole informed with any changes or updates on technology, software, workload or type, and security. In addition, establishing a list of various telework topics or lessons learned to share with the workforce would be advantageous to the organization to keep all employees abreast of new topic developments.
Active Manager	Encouraging managers to participate in teleworking will provided greater value for managers as they can appreciate and understand its benefits.
Seminars and briefings/Classroom training	Seminars and briefings are useful as managers share their experience with teleworking. This form of training will assist the organization when their strategy and process procedures to expand on their telework policy.
Management Acceptance and Support	
Detailed documentation	The policy should be documented to provide visibility on how goals & assets should be achieved by management and the workforce.
Partnerships with unions and employees	The formations of partnerships with unions and employees could be beneficial to the success of telework by engaging all parties involved.
Time and attendance software system	This type of software system provides visibility to measure the rate of telework participation, as well as program support by each center.

Management education classes	Educating managers on telework will increase support and encourage employees to telework is unformed across the organization.
Involve managers in developing telework policy	Managers who participate in creating or revising telework policy can provide helpful insight and are more likely to support it.
Telework Support	
Conduct assessment to determine organizational technology needs	Considering issuing GFE to teleworkers to ensure security of information, continuity of equipment, and provide technology support for teleworkers.
Establish formal arrangements for technical support of teleworkers	The use and issue of GFE to teleworkers will require the organization to update its telework policy to reflect GFE provisions for security purposes.
Allow teleworkers the same access to network and software as they would have in the office	All employees should be able to have access to the required technology for their work assignments, regardless of location.
Continuous GFE training	If the organization does issue GFE then the telework policy should reflect how continuous training for GFE will be provided.
Performance Management and Measurement	
Managing for results	Reviewing an employee's performance should be on metrics appropriate for their job task. Mangers should not be concerned with whether they can physically see an employee, but rather on their measureable work results.
Proactive and inclusive management style	All employees to include teleworkers shall be part of all routine collaborative office activities. The inclusive mode of operation should include all meetings, conferences and communication with the rest of the team.
Pilot Program	
Use of a pilot program	Encourage managers to try small pilot programs. Pilot program can demonstrate to managers how effective and productive a telework program can be. Pilot programs can provided for better understanding of telework mission, objectives to be performed, and continuity of program. Manager should also be encouraged to participate in a pilot program.

C. LIMITATIONS OF THE STUDY

The primary limitation of being able to adequately apply the lessons learned from other federal agencies to ACC-PICA is that each of these agencies serve different customers, each are comprised of different sizes and structures, and all have different authorities governing their policies and procedures. The research of this project did not analyze the federal agency's specific organizational make up prior to comparing it to the ACC-PICA organization. It was merely assumed that the organizations were similar due to the fact that they were all federal agencies. Also, another limitation to the study was that we were not privy to the other federal agency's telework policies. The study only analyzed aspects of the policies but could not obtain the physical copies of the policies, in order to compare to ACC-PICA. As such, the study could not make an exact 'apples to apples' comparison of policies across all agencies without independently reviewing each of the agencies telework policies.

The primary limitation of the Star Model is that the model tends to be dependent upon the diversity of the business. The diversity of the business means whether it is service or product-based, whether it uses a single "production" line or multiple lines of production or if it services one market segment or multiple segments. As mentioned previously, we did not identify the types of structures of ACC-PICA within this project nor the organizational structures of any of the federal agencies that were researched for this project. Therefore, the Star Model was applied not to a specific organization type but rather in a general manner. Another limitation of the Star Model is that it is merely based on logic and lacks an empirical foundation. Galbraith's organizational design process assumed that the organization "is a 'tabula rasa', a blank sheet of paper whose history is unimportant as input for the design process" (Galbraith, 2002). In addition, the Star Model is limited in application because Galbraith also "limited strategy to the organization's internal rationale and did not include an external, more economic analysis" (Galbraith, 2002).

D.   RECOMMENDATIONS FOR FURTHER STUDY

The recommendations for additional research that result from this study include the following:

1.   The proposed analysis to assess the telework policies at the other ACC contracting centers should be commenced at the earliest opportunity.   Applying the lessons learned and applying the Star Model at all of the centers would provide a top level assessment of the entire ACC and allow for senior leadership to not only identify opportunities, but to also overcome process deficiencies.

2.   Compare and evaluate policy results from other ACC organizations to develop a plan for sharing best practices and other knowledge.   Creating a process sharing environment would be extremely valuable to ACC-PICA as well as the ACC as a whole. This would provide a mechanism to address some of the issues that are inhibiting the success of the telework policies.

3.   Perform follow-up assessments of the policies throughout ACC, using the Star Model, at regular intervals to reassess and track progress within ACC-PICA. This reassessment would also provide the ability to observe patterns and developments and determine whether the desired policy outcome has occurred.

4.   Lastly, a comparison and evaluation of the results from the other federal agencies discussed within this project once ACC-PICA begins to implement the lessons learned. The assessment will provide a more in-depth evaluation and analysis since there will then be an equal comparison between the agencies.

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APPENDIX. ACC-PICA TELEWORK POLICY

**ARMY CONTRACTING COMMAND - PICATINNY
TELEWORK POLICY AND GUIDE**

1. <u>Purpose</u>. This guide prescribes the policies, procedures, and responsibilities for the Army Contracting Command–Picatinny (ACC–PICA) Telework Program. The purpose of this policy is to set forth the organization's philosophy and administrative guidelines for the telework program. Its intent is to promote telework as a means of achieving administrative efficiencies, reducing traffic congestion, supporting Continuity of Operations plans, and sustaining the hiring and retention of a highly qualified workforce by enhancing work/life balance.

2. <u>Scope</u>. This policy applies to all ACC - Picatinny employees. For purposes of telework, the alternate work site for all ACC - Picatinny employees is considered to be an approved home office. Participants in the Telework Program will be elected without regard to race, color, gender, religion, national origin, marital status, age, disability, or sexual orientation. This policy in no way limits the rights of any

individual with a disability who may be entitled to telework as a reasonable accommodation under the authority of Section 501 of the Rehabilitation Act of 1973.

3. Standards of Conduct and Ethics. Teleworkers are bound by Department of Defense (DoD), Department of the Army (DA), and Army Contracting Command (ACC) standards of conduct and ethics while working at an alternative work site. Employees are reminded that all standards governing ethical behavior remain in effect regardless of where or when work is performed.

4. References.
    a. Public Law 106–346, Section 359, October 23, 2000.
    b. DoD Instruction 1035.01, Subject: Telework Policy, October 21, 2010

5. Definitions.
    a. Ad Hoc Teleworker: An employee telecommutes on an irregular basis or project-oriented basis. This may be a result of a medical problem, reasonable accommodation, or the need to be focused on a special project, or other situations that make it beneficial for the employee and supervisor to agree on an ad hoc telework opportunity. This type of telework may be essential for potentially volatile situations e.g. during mass demonstrations, water main breaks that flood a downtown city area, etc.
    b. Alternative Worksite: A place away from the conventional worksite that has been approved for the performance of assigned official duties. It may be an employee's home, a telecenter, or other approved worksite including a facility established by State, local or county governments, or private concern. (NOTE: The establishment of teleworking centers is not being considered by the ACC-Picatinny.)
    c. Credit Hours: Hours within a flexible work schedule that an employee elects to work in excess of his or her basic work requirement (8 hours in a day, 40 hours in a week, or 80 hours in the biweekly pay period) so as to vary the length of a workweek or workday. Only employees on flexible schedules may work credit hours; employees participating in Compressed Work Week (CWW) and members of the Senior Executive Service (SES) may not earn credit hours. Credit hours must be accounted for the same as other types of absences with pay and must be earned before they are used. Information regarding work schedules/tours of duty can be found at https://picac2w5.pica.army.mil/ARDEC/ArdecPolicy/docs/pica/IMNE-PICASOP-PECP%20002.0%20-%20Tours%20of%20Duty-Work%20Schedules.pdf.
    d. Designated Emergency Teleworkers: An employee who teleworks in support of essential functions during an emergency.
    e. Official Duty Station: The official duty station documented on the most recent notification of personnel action (e.g., SF-50) for an employee's position of record. The official duty station for purposes of telework is the conventional office. All pay, special salary rates, leave, and travel entitlements are based on the official duty station.
    f. Optional Teleworker: An employee who performs his/her duties at alternate worksites during an agreed upon portion of the work week. The alternative worksite includes the employee's home or another designated facility.
    g. Sensitive-Unclassified Data: Unclassified information, that the loss, misuse or unauthorized access to or modification of which could adversely affect the national interest or the conduct of Federal Programs, or the privacy to which individuals are entitled under the Privacy Act (e.g., any documents containing Social Security Numbers, budget and manpower data, automation data).
    h. Telework: An arrangement where an employee performs assigned official duties at an alternative worksite on either a regular or recurring basis, or on a situational/ad hoc basis.
    i. Telework Agreement: A written agreement, completed and signed by an employee and the appropriate approving official(s), which specifies the terms and requirements that must be met to permit the employee to telework.

6. Nature of the Program. It is the ACC-Picatinny's policy to actively encourage the use of teleworking to the extent possible. Because teleworking is a tool used in the accomplishment of work, it must not have an adverse impact on our office or mission.
    a. Teleworking is a valuable recruitment and retention tool and has the potential to provide greater organizational flexibility, increase productivity, reduce absenteeism, maintain services, mitigate traffic

congestion and improve air quality. These attributes make teleworking an important management tool in maximizing the utilization of current resources and recruiting new talent to accomplish the work of the ACC-Picatinny.

b. To work effectively, the ACC-Picatinny Telework Program relies on the integrity and work ethic of participating employees and the active oversight of supervisors. It is incumbent upon the supervisor to monitor the work products of the employee and upon the employee to exhibit honesty and trustworthiness in complying with the telework agreement. The supervisor must ensure that the employee is producing quality products as agreed in the work plan, and the employee must exert the same level of effort he or she does at the normal worksite. Supervisors are also responsible for ensuring that the program does not adversely impact office operations, work productivity, run counter to public service requirements, or threaten the security of ACC-Picatinny data, information or equipment. The program requires this mutual commitment to accomplishing the mission of the organization and to upholding the telework agreement. Teleworking is not appropriate in all situations for all employees but is a benefit that expands work options for employees for whom this type of arrangement is appropriate.

7. <u>Participation Criteria</u>. The keys to successful teleworking lie in the work the employee will be performing at home, in the dependability and commitment of the employee, and in the oversight and monitoring of the supervisor. Supervisors are responsible for reviewing the duties of positions and determining if they are appropriate for teleworking. The following characteristics and eligibility criteria must be considered in teleworking arrangements:

a. Self-Assessment. A successful telework arrangement starts with a good self-assessment. Employees should consider the following factors in making an honest determination about their telework capabilities:

- ✓ Sufficient portable work for the amount of telework being proposed.
- ✓ Ability to effectively work independently, without close supervision.
- ✓ Possesses good time management and prioritization skills.
- ✓ Availability of personally owned technologies needed to telework (See Section 17).
- ✓ Good communication with manager, co-workers, and customers that will enable a relatively seamless transition.
- ✓ Telework office space conducive to getting the work done.
- ✓ Ability to be flexible about the telework arrangement to respond to the needs of the manager, the workgroup, and the workload.

b. Job Characteristics Appropriate for Teleworking:
- ✓ Close supervision and regular input from sources accessible only on site are not required.
- ✓ Some work activities are portable and can be performed effectively outside the normal office or facility environment.
- ✓ Some job tasks are easily quantifiable or primarily project-oriented so that progress can be measured by results rather than by direct observation.
- ✓ Contact with other employees and customers is predictable and can be performed electronically or by telephone without loss of productivity.
- ✓ Employee is able to provide appropriate personally owned information technology (IT) equipment. Data and systems involving sensitive, non-classified, and Privacy Act information can be adequately secured.
- ✓ The telework tasks do not require access to materials not available at the remote worksite.
- ✓ The work has clearly defined performance metrics and specific periodic deliverables.
- ✓ Other position characteristics that management determines to be appropriate.

c. Characteristics Associated with Successful Teleworkers. Not all employees are appropriate candidates for teleworking. Teleworking requires an especially responsible and trustworthy individual who can work independently with little supervision. Employees with performance, attendance or

motivation problems are not viable candidates. Employees who make successful teleworkers exhibit the following characteristics:

- ✓ The employee can function independently and has demonstrated dependability.
- ✓ The employee does not require close or constant supervision or guidance that may only be provided at the normal worksite.
- ✓ The employee has demonstrated good time-management skills and is a self-starter.
- ✓ The employee has had no adverse actions in the past 12 months and their current overall performance rating is at least "satisfactory," or the equivalent.
- ✓ The employee has a full understanding of the operations of the organization.
- ✓ The employee is willing to sign and abide by a written telework agreement.
- ✓ If working at home, the employee has satisfied home work station requirements (e.g., has identified a quiet and safe designated work space free of interruptions and equipped with the necessary equipment to perform the job) and completed a Self-Certification Safety Checklist (see Appendix C).

8. <u>Telework Program</u>. ACC-Picatinny employees may be offered the opportunity to participate in a telework arrangement that allows them to work at sites other than their official workplace. Employees may work from either their home in a space specifically set aside as an office or workplace or, in rare circumstances as may be required and designated by management, at another location. Decisions on telework arrangements will be mission dependent.

   a. The immediate supervisor of the participating employee will be the approving official of the Telework Agreement. The Executive Director has final authority over the program. Approval's will be made based on the nature and content of the work to be performed, the employee's current level of performance, the most recent rating of record and the characteristics and eligibility criteria in Section 7. Telework agreements will be prepared in writing for regularly scheduled arrangements to document the terms and conditions for teleworking. A telework agreement may be terminated by the employee, their supervisor or higher-level supervisor within the employee's reporting chain anytime.

   b. Telework is a cooperative arrangement between supervisor and employee, not an entitlement or right. The overall interests of the office must take precedent over working off-site on a scheduled off-site day if a conflict arises. When this occurs, the employee may be allowed to re-schedule the off-site day to another day in the same pay period. Supervisors may make adjustments of individual schedules to meet the needs of the office. There is no automatic right of the employee to continue participation in the event of a change of supervisor, work situation, or job requirements. The immediate supervisor may end participation in the program for individuals, an organizational segment, or the entire office if operational problems occur that interfere with the mission of the organization. Unless otherwise precluded, management should provide at least 5 business days notice prior to canceling or modifying an employee's participation in the program.

9. <u>Program Oversight and Responsibilities</u>. The immediate supervisor will authorize all participation in the telework arrangements and evaluate the impact of the program on the efficiency, effectiveness, and employee satisfaction of work operations within their organizations. The immediate supervisor is responsible for documenting and retaining the approval/disapproval decision and rationale for such a decision for each employee request to participate in the telework program. The immediate supervisor will report home office space accidents to the ACC-Picatinny Safety Officer within 24 hours of notification by the employee. Center Directors are responsible for the overall management and success of teleworking arrangements within their work unit.

10. <u>Positions and Performance Issues</u>.

   a. An employee must have a current, or expected in the case of new employees, performance rating of at least a "fully successful" or equivalent, to be eligible to participate and must maintain that level of performance for on-going participation in the program.

   b. As part of the telework agreement, teleworkers and their supervisors must identify duties and assignments to be performed while teleworking and discuss performance expectations including the scope and status of work assignments.

     c. Performance Assessment: Performance elements and standards, and the monitoring of teleworkers performance, remain the same as non-teleworkers performing the same or similar duties. Performance standards should be based on a results-oriented approach and should describe the quantity, quality, and timeliness of expected work products and the method of evaluation. Supervisors and teleworkers may review work that was accomplished each time the employee telecommutes, but teleworkers should not be required to document every activity; a teleworker's performance will be viewed in terms of the quality and timeliness of his/her work products. Performance outcomes, expectations, and assessment mechanisms and schedules will not normally be affected by teleworking. Supervisors have a reasonable basis for assessing performance by focusing on work products and results rather than by direct observation of the employee.

11. <u>Designated Emergency Teleworkers</u>. An employee may be identified as an emergency worker who will be required to support the ACC-Picatinny essential functions by teleworking. In the event of an emergency, the employee will be notified by his/her supervisor or other higher level management to assume conditional (designated) emergency telework status. The terms and requirements set forth in this section for designated emergency teleworking may also apply to periods of simulated deployment for training and exercises as well as actual deployment for an emergency situation. During the designated emergency telework status, the employee should have at his/her disposal all equipment and systems necessary to be productive in his or her assigned emergency duties and to perform expected essential functions.
While serving in a designated emergency telework status, the employee's immediate supervisor or other appropriately indentified official representing the employee's organization, will establish the employee's work schedule (which may be significantly different from his/her normal work schedule at the official duty station) and its duration: the work to be performed, and if necessary, the times an employee must be "on call." At a minimum, the employee must be reachable by telephone during the hours established for the employee's work day.   The employee is prohibited from working overtime, compensatory time and/or credit hours while in designated emergency telework status unless approved in advance by his/her regular supervisor or other higher-level management. In the event of an emergency, the employee will be notified by his/her supervisor or other higher level management of his/her status during the emergency. During the emergency telework status, the employee should be productive in his or her assigned emergency duties and perform expected essential functions.

12. <u>ACC-Picatinny Telework Arrangement</u>. In consideration of customer interaction and demands, the ACC - Picatinny will allow the following telework schedules:
    a. Employees that work a Flexitour schedule (ten 8 hour days in a pay period, with flexible start times) will work their normal 8 hour schedule at the Picatinny work site and can work up to 2 credit hours per day at their home office during the pay period; accumulating no more than 16 credit hours per pay period. This will allow employees to use the credit hours accumulated to take two days off per pay period; **or**
    b. Employees that work a Flexitour may work a maximum of one day a week (two days per pay period) during normal working hours at their home office.

13. <u>Completing the Telework Agreement</u>: Prior to participation, telework participants will prepare and submit a Telework Agreement (Appendix A) to their immediate supervisor for review and approval or disapproval. The agreement covers the terms and conditions for telework and constitutes an agreement by the employee and his or her supervisor to adhere to applicable guidelines and policies. If the employees request is disapproved, the supervisor will complete the Screen-Out Criteria for Telework Form found at Appendix B and provide to the employee. Supervisors must furnish copies of all Telework Agreements, and copies of any denials and terminations, to the ACC-Picatinny Telework Coordinator (Dawn Crane) for reporting purposes.

14. <u>Denials and Terminations</u>: Denials and terminations of Telework Agreements shall include documentation of the business reasons for that decision. Employees may contest denials and terminations either through alternate dispute resolution (ADR), their bargaining unit grievance process, or for those employees not covered by negotiated agreements, the Picatinny Arsenal grievance procedure.

15. Documenting Telework Schedules. The specific days and work hours the employee will telework must be identified in advance and included in the telework agreement. A set schedule makes it easier for supervisors, co-workers, and customers to communicate with teleworkers and facilitates documentation and certification of the employee's time and attendance. Telework agreements need to be updated as circumstances change. The manager and teleworker should work together to evaluate the arrangement periodically, make changes in the agreement as necessary, and re-sign the document.

a. Certification and Control of Time and Attendance: Time spent in a telework status must be accounted for and reported in the same manner as if the employee reported for duty at the conventional worksite. The Timekeeper will record the number of hours for employees in telework status during the regular daily tour of duty by entering the appropriate code for Regular Work in the time and attendance system. Hours spent in a telework status that are outside of the regular daily tour of duty, e.g. credit hours worked beyond the regular 8 hour tour of duty, must also be accounted for and reported in the time and attendance system. Employees in telework status must adhere to their approved work schedules unless they have supervisory approval to change it. Overtime/Compensatory Time provisions that apply to employees working at a conventional worksite apply to employees on a telework agreement; overtime/compensatory time may not be worked unless ordered and approved in advance by a supervisor. No pay differentials are authorized.

b. Return to the Conventional Worksite: An employee may be required to report for work at the conventional worksite on a regularly scheduled Telework day if his/her supervisor determines their presence in the office to be necessary.

16. Holidays, Administrative Leave, Dismissals, and Emergency Closings. Employees are not required to telework or to work credit hours when the Arsenal is closed. Supervisory discretion should be used when an early dismissal and/or delayed arrival policy is in effect. The employee's ability to maintain a proper work environment and the need to communicate with on-site staff should also be considered. The supervisor will determine action on a case-by-case basis with regard to situations that result in the employee being unable to continue working at the telework site (e.g., power failure). Workdays on which a federal activity is closed are non-workdays for leave purposes; leave may not be charged for non-workdays.

a. Emergencies That Occur Before the Workday Begins. When Federal Agencies and/or Picatinny Arsenal are closed, all employees except those designated as emergency employees are excused from duty without loss of pay or charge to leave. This includes those individuals scheduled to telework at home. Teleworking individuals are given the same consideration as other government employees regarding pay and leave when the conventional office is closed and/or government activities are considered closed. When an employee knows in advance of a situation that would preclude working at home, they should either schedule leave or arrange to work at the conventional worksite during that time.

b. Emergencies That Occur During Normal Work Hours. The ability to conduct work and the nature of any impediments, whether at home or the conventional office, determines when an employee may be excused from duty. Decisions to exempt employees from continuing to work the remainder of the workday are site specific and depend on the circumstances at the location where the employee is currently working (conventional or home office).

17. Facilities and Equipment. No information technology (IT) costs will be covered by the ACC-Picatinny. No government owned equipment will be provided or issued for use in telework arrangements. Employees must use their personally owned equipment; this includes, but is not limited to, computers, printers, scanners, copiers, telephone, etc. Employees are responsible for repairing and maintaining personally owned equipment used at the alternative worksite. The intent is that work performed at an alternate worksite requires no more than access to Microsoft Office programs such as Word, Excel, and PowerPoint and does not require access to networks or systems requiring special access.

a. A specific authorized work location for performance of work-at-home duties must be identified in advance. Requirements will vary depending on the nature of the work and the equipment needed to perform the work. At a minimum, employees should be able to easily communicate by telephone with the supervisor if necessary. In addition, employees are responsible for verifying and ensuring their homes

comply with health and safety requirements. Home offices must be clean and free of obstructions. The supervisor may deny and employee the opportunity to participate or may rescind the teleworking agreement based on safety problems or suspected hazardous conditions or materials in the home. All employees will complete the Safety Checklist at Appendix C prior to acceptance in the telework program. The ACC-Picatinny Safety Officer (Valerie Anticoli) or Alternate Safety Officer (Jacqueline Alpaugh) can provide advice and assistance on safety and occupational health issues.

      b. The teleworking employee is expected to pay for all costs incurred in operating an alternative office at home. As a consequence, the government will not reimburse employees for any operating costs associated with the employee using his or her personal residence as an alternative worksite, including office supplies (e.g. toner, ink, paper, etc.), home maintenance, insurance, and utility (e.g. heating, electricity, water, etc.) costs associated with working at home. Potential savings to the employee resulting from reduced commuting, meals, etc., may offset any incidental increase in utility expenses. No part of home utility costs (electricity, gas, etc) associated with working at home will be paid by the employer. Generally, employees who telework from home cannot claim additional tax deductions an s result of using an area of their home for work. Employees should consult their tax advisor or the Internal Revenue Service for information on tax laws and interpretations that address their specific circumstances. ACC-Picatinny does not provide on-site support to home offices.

      c. Safeguarding Information and Data: Employees must take responsibility for the security of the data and other information they handle while teleworking, as described in Section 18. Employees should:

- ✓ Be familiar with, understand, and comply with their agency's information security policies;
- ✓ Participate in agency information security training; and
- ✓ Maintain security of any relevant work materials, including files and correspondence.

18. Self- Certification Safety Checklist (Appendix C). Each employee working at home must complete and sign a Self-Certification Safety Checklist that proclaims the home safe. The immediate supervisor must sing in acknowledgement and should retain the completed form. The Self-Certification Safety Checklist may be used as is or supplemented, as agreed by the employee and supervisor. Employees are responsible for ensuring that their homes comply with health and safety and occupational health requirements.

19. Privacy Act, Sensitive or Classified Information. Decisions regarding the proper use and handling of sensitive data, as well as records subject to the Privacy Act and other Army policies and regulations on how to control sensitive or PII are delegated to individual supervisors who permit employees to work at home. Care must be taken to ensure records subject to the Privacy Act and sensitive non-classified data are not disclosed to anyone except those who are authorized access to perform their duties. Telework employees must comply with the same security procedures to protect government information and data integrity that they do in the conventional workplace. Classified data may not be removed to non-secure off-site locations and processing of classified data (handling, discussing, storing, etc.) at non-secure off-site locations is prohibited.

APPROVED: ___//signed//_____   DATE: March 15, 2011
            BRUCE B. BERINATO
            Executive Director

A.   EXAMPLES OF POTENTIAL ELIGIBLE TELEWORK PROJECTS AND TASKS

(This list is not intended to be all-inclusive)

Potential work must have a measurable output. Examples of remote work activities performed by both managers and employees who participate include the following:

- Preparing, reviewing, editing of contracting documents such as J&A's, RFQ's, etc.
- Thinking and writing
- Policy Development
- Research and analysis; reading and analyzing information
- Internet and Correspondence Course Training
- Individual Review of Contract Documentation
- Individual Review of TDPs, Specifications, Scopes of Work, etc.
- Developing, creating, writing, typing of reports, proposals, letters, memoranda, articles, papers.
- Planning meetings/setting up conferences
- Reviewing and preparing comments on documents
- Budget related tasks, such as reconciling figures, funding document input
- Creating or updating work plans
- Providing guidance to others/consulting
- Performing data analysis and other database work
- Providing customer support
- Computer oriented work, such as word processing, programming, data entry, etc.
- Tracking follow-up items
- Process improvement work
- Preparing briefing materials–charts, narratives, etc.
- Preparation of personnel performance evaluations/assessments.
- Conducting business by phone and e-mail
- Authoring Trip Reports
- IPR/PMR Coordination and Preparation
- Writing and Coordination Information Papers

B.   TELEWORK AGREEMENT

TELEWORK AGREEMENT

PRIVACY ACT STATEMENT

AUTHORITY:	Public Law 106-346, Sec. 359, Department of Transportation and Related Agency Appropriations Act of FY 2001.
PRINCIPAL PURPOSE:	Information is collected to register individuals as participants in the HQDA Telework Program; to manage and document the duties of participants; and to fund, evaluate, and report on program activity. The records may be used by Information Management Officers (IMOs) for determining equipment and needs; for ensuring appropriate systems safeguards are in place, and for managing technological risks and vulnerabilities.
DISCLOSURE:	Disclosure is voluntary. However, failure to provide the required information may result in your inability to be a participant in the Telework Program.

The following constitutes an agreement on the terms and conditions of the telework arrangement made under the provisions of the ACC Telework Policy and Guide between:

NAME:

SUPERVISOR:

ORGANIZATION:

OFFICIAL DUTY SITE:

ALTERNATE WORK SITE:

(Enter Home, Telework Ctr, or Alt Worksite and Address)

CONTACT INFORMATION FOR ALTERNATE WORK SITE: (Phone No.)

1. Employee volunteers to participate in the Telework Program. Employee voluntarily agrees to work at the employer-approved alternative workplace indicated below. Supervisor concurs with employee's participation. Employee and supervisor agree to adhere to the applicable telework guidelines and policies established by DoD and this document.

2. Telework Categories:

☐ Ad Hoc Teleworker   beginning

☐ Optional Teleworker (on a fixed schedule)   beginning   and ending no later than

☐ Designated Emergency Teleworker   beginning

3. Employee's most recent performance rating on record and current performance must be at least "satisfactory" or equivalent. The employee will complete assigned work according to supervisor's guidance and direction, and standards stated in the employee's performance plan.

4. Unless otherwise agreed, the employee will continue to work the same schedule while teleworking as was approved for the normal work site. For Optional Teleworkers, indicate the regularly scheduled telework days.

Work Hours:

Pay Period Week 1:	Mon	Tue	Wed	Thu	Fri		Pay Period Week 2:	Mon	Tue	Wed	Thu	Fri
Arrival Time							Arrival Time					
Departure Time							Departure Time					
Total Hours							Total Hours					
Location							Location					

Location: ("C" - Conventional Office; "A" - Alternative Office)

APPENDIX B

TELEWORK AGREEMENT (cont)

5. Employee's timekeeper will retain a copy of the employee's telework schedule. The supervisor and employee are responsible for ensuring the accuracy of time and attendance reported for work at the official duty station and the alternative workplace.

6. Employee will follow established office procedures for requesting and obtaining approval of leave.

7. Employee will post contact information in their workspace when teleworking and update voice mail to indicate contact information.

8. Employee agrees to work overtime only when ordered and approved by the supervisor in writing and in advance of working the overtime. Working overtime without such approval may result in termination of the telecommuting privilege and/or other appropriate action.

9. The employee must protect government-issued equipment in accordance with applicable procedures, government-owned equipment will be services and maintained by the government. The employee is responsible for returning government-owned equipment when maintenance is necessary, when terminating participation in the telework program, or when no longer employed by the Organization identified in this agreement.

10. The employee agrees to permit the government to inspect the alternative workplace during the employee's normal working hours to ensure proper maintenance of Government-owned property and conformance with health and safety standards.

11. The employee is covered under the Federal Employee's Compensation Act if injured in the course of actually performing official duties at the official duty station or the alternative duty station. The employee agrees to notify the supervisor immediately of any accident or injury that occurs at the alternative workplace. The supervisor will investigate such a report immediately.

12. The government will not be liable for damages to an employee's personal or real property during the course of performance of official duties or while using goverment equipment in the employee's residence, except to the extent the government is held liable by Federal Tort Claims Act claims or claims arising under the Military Personnel and Civilian Employees Claims Act.

13. The government will not be responsible for operating costs, home maintenance or any other incidental costs (e.g., utilities) whatsoever associated with the use of the employee's residence as the alternative work site. By participating in the Telework Program, the employee does not relinquish any entitlement to reimbursement for authorized expenses incurred while conducting business for the Government, as provided for by Statute and implementing regulation.

14. (Applicable for those employees who telework from their home) I have completed, signed, and attached the self-certification checklist designed to assess the overall safety of my alternate work site.

☐ Please check here

15. (If Applicable) The following additional conditions apply to this agreement:

Employee Signature

Supervisor Signature

_____
Date

_____
Date

APPENDIX B

C.   SELF-CERTIFICATION SAFETY CHECKLIST

SELF-CERTIFICATION SAFETY CHECKLIST FOR HOME-BASED TELEWORKERS

FIRST NAME   LAST NAME

ORGANIZATION   BUSINESS PHONE

STREET ADDRESS

CITY   STATE   ZIP   COUNTRY
              Select State

TELECOMMUTING COORDINATOR

Dear Telecommuter:
The following checklist is designed to assess the overall safety of your alternate duty station. Please read and complete the self-certification safety checklist. Upon completion, you and your supervisor should sign and date the checklist in the spaces provided.

ALT. DUTY STATION STREET ADDRESS   CITY   STATE   COUNTRY

Describe the designated work area in the alternate duty station: *(Home, Telework Site, Other)*

A. WORKPLACE ENVIRONMENT

1. Are temperature, noise, ventilation, and lighting levels adequate for maintaining your normal level of job performance?	☐Yes ☐No
2. Are all stairs with four or more steps equipped with handrails?	☐Yes ☐No
3. Are all circuit breakers and/or fuses in the electrical panel labeled as to intended service?	☐Yes ☐No
4. Do circuit breakers clearly indicate if they are in the open or closed position?	☐Yes ☐No
5. Is all electrical equipment free of recognized hazards that would cause physical harm? (frayed wires, bare conductors, loose wires, flexible wires running through walls, exposed wires to the ceiling)	☐Yes ☐No
6. Will the building's electrical system permit the grounding of electrical equipment?	☐Yes ☐No
7. Are aisles, doorways, and corners free of obstructions to permit visibility and movement?	☐Yes ☐No
8. Are file cabinets and storage closets arranged so drawers and doors do not open into walkways?	☐Yes ☐No
9. Do chairs have any loose casters (wheels) and are the rungs and legs of the chairs sturdy?	☐Yes ☐No
10. Are the phone lines, electrical cords, and extension wires secured under a desk or alongside a baseboard?	☐Yes ☐No
11. Is the office space neat, clean, and free of excessive amounts of combustibles?	☐Yes ☐No
12. Are floor surfaces clean, dry, level, and free of worn or frayed seams?	☐Yes ☐No
13. Are carpets well secured to the floor and free of frayed or worn seams?	☐Yes ☐No
14. Is there enough light for reading?	☐Yes ☐No

B. COMPUTER WORKSTATION (IF APPLICABLE)

1. Is your chair adjustable?	☐Yes ☐No
2. Do you know how to adjust your chair?	☐Yes ☐No
3. Is your back adequately supported by a backrest?	☐Yes ☐No
4. Are your feet on the floor or fully supported by a footrest?	☐Yes ☐No
5. Are you satisfied with the placement of your monitor and keyboard?	☐Yes ☐No
6. Is it easy to read the text on your screen?	☐Yes ☐No
7. Do you have enough leg room at your desk?	☐Yes ☐No
8. Is the monitor screen free from noticeable glare?	☐Yes ☐No
9. Is the top of the monitor screen eye level?	☐Yes ☐No
10. Is there space to rest the arms while not keying?	☐Yes ☐No
11. When keying, are your forearms close to parallel with the floor?	☐Yes ☐No
12. Are your wrists fairly straight and supported when keying?	☐Yes ☐No

---

EMPLOYEE SIGNATURE   SUPERVISOR SIGNATURE

☐APPROVED
☐DISAPPROVED

APPENDIX D

D. SUMMARY OF TELEWORK PERFORMED

SUMMARY OF TELEWORK PERFORMED

FIRST NAME

LAST NAME

DATE TELEWORK PERFORMED

TOTAL HOURS WORKED DURING TELEWORK PERIOD

SUMMARY OF WORK PERFORMED:

ACTIVITY	PROJECT/CASE #	TIME WORKED	POC (if applicable)	REMARKS

NOTES

EMPLOYEE SIGNATURE

Date

APPENDIX E

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E.   SCREEN-OUT CRITERIA FOR TELEWORK

POSITION SCREEN-OUT CRITERIA AND JUSTIFICATION FOR TELEWORK ARRANGEMENT

1. NAME

2. TITLE, SERIES, GRADE

3. ORGANIZATION

	Yes	No
1. Frequent face-to-face contacts or telephone communications with clients and/or co-workers is vital in performing the work effectively.	☐ Yes	☐ No
2. Frequent supervisory review, while work is in progress, is required as a routine part of this job.	☐ Yes	☐ No
3. Work is not of a portable nature which is required to effectively perform the project off-site.	☐ Yes	☐ No
4. Access to technology, specialized equipment, or materials are not available at the off-site location.	☐ Yes	☐ No
5. Job tasks are not measurable and/or project-oriented which is required to effectively perform the project off-site.	☐ Yes	☐ No
6. Security or technical reasons prevent information from being used at the alternate duty station which is ineeded to perform the work effectively.	☐ Yes	☐ No
7. Most recent performance rating is Fair or Unsuccessful/Unacceptable or equivalent or current performance is Fair or Not Acceptable.	☐ Yes	☐ No
8. Are there any viable Federal Telework Centers available to the employee vs. working at home? If there are, and the decision is to work at home, please provide justification below. (See para 14 for guidance on telework centers.)	☐ Yes	☐ No
9. Are there dependent children or adults who will be at the alternate duty station that will prohibit the employee from completing his/her duties during the scheduled work day?	☐ Yes	☐ No
10. Are there any other kinds of disturbances which would distract the employee from performing work at the alternate duty station?	☐ Yes	☐ No
11. Are there any other kinds of factors that would prevent this employee from working at an off-site location?	☐ Yes	☐ No

Answering YES to one or more of the above questions will normally eliminate a person from consideration in the telecommuting program. Provide explanation below if employee is screened out on one or more criteria and is still being recommended for the telecommuting program.

☐ Telework Approved   ☐ Telework Disapproved

SIGNATURE OF SUPERVISOR

_____
Date

APPENDIX C

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